DOCUMENT RESUME

ED 125 137 EA 008 465

TITLE Educational Policy and Planning. Canada V. Review of Educational Policies in Canada: Atlantic Region.
INSTITUTION Organisation for Economic Cooperation and Development, Paris (France).
PUB DATE 75
NOTE 141p.; For related documents, see EA008461-466; Table 24 may reproduce poorly due to small print
AVAILABLE FROM OECD Publications Center, Suite 1207, 1750 Pennsylvania Avenue, N.W., Washington, D.C. 20006 (free)

EDRS PRICE MF-$0.83 HC-$7.35 Plus Postage.
DESCRIPTORS Adult Education; Attendance; Centralization; Decentralization; Educational Change; *Educational Finance; *Educational History; *Educational Objectives; *Educational Planning; *Educational Policy; *Educational Trends; Elementary Secondary Education; Expenditures; Higher Education; Organization; Post Secondary Education; Statistical Data; Tables (Data); Teacher Education
IDENTIFIERS *Atlantic Provinces; New Brunswick; Newfoundland; Nova Scotia; Prince Edward Island

ABSTRACT

The fifth volume in a series of six on educational planning and policies in Canada, this review focuses on the Atlantic region--New Brunswick, Newfoundland, Nova Scotia, and Prince Edward Island. Sections of the document discuss the historical development of the Atlantic provinces' system of education; give an overview of education--its aims and objectives, administration, postsecondary level, finance, research, federal assistance, and supporting organization; give a closer look at parts of the present system and programs--basic educational program, first and second languages, universities and institutes of technology, teacher education, continuing education, finance, and the federal-provincial relationships; and discuss educational trends in the area--centralization versus decentralization, the changing nature of tertiary education, the expectations of society with respect to the public schools, and the professionalization of teaching. A statistical appendix is included. (Author/IRT)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED125137

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

EDUCATIONAL POLICY AND PLANNING

CANADA

V

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

PARIS 1975

EA 008 465

REVIEW OF EDUCATIONAL POLICIES

in

CANADA

ATLANTIC REGION

Submission

of the

MINISTERS OF EDUCATION

for the provinces of

NEW BRUNSWICK, NEWFOUNDLAND, NOVA SCOTIA
and PRINCE EDWARD ISLAND

1975

FOREWORD

The Ministers of Education of the four Atlantic Provinces are pleased to submit this Regional Report as one of the components forming the O.E.C.D. Review of Educational Policies in Canada.

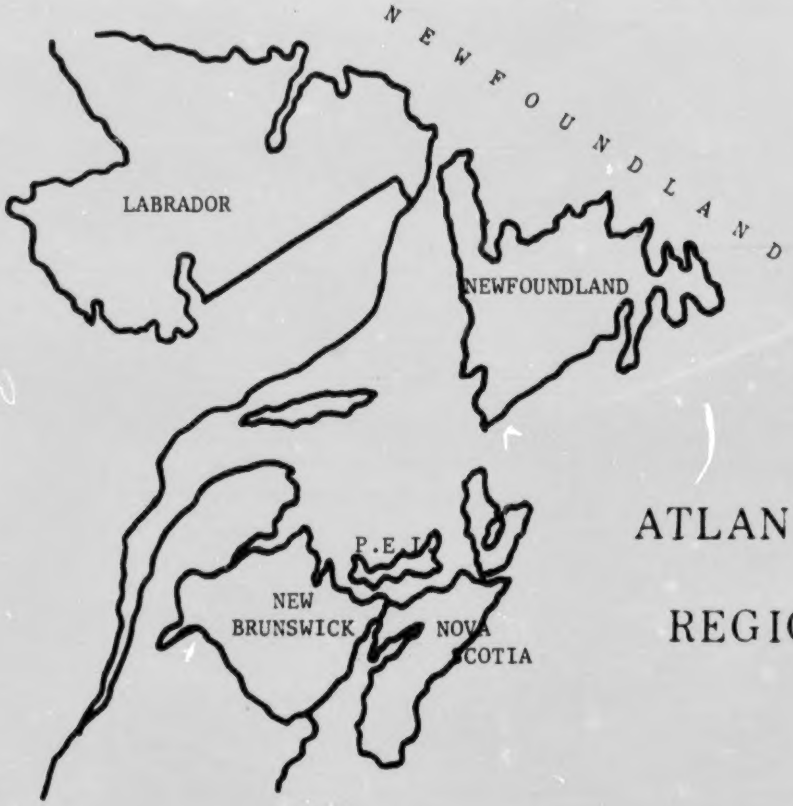
In order to accomplish the production of this Report, the Ministers of Education of New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland appointed a Regional Coordinator who sat as a member of the Central Coordinating Committee, and a Regional Director who was made responsible for engaging researchers on behalf of the Council of Ministers of Education, Canada, and for seeing to the completion of the Report in all its aspects.

An Advisory Committee composed of the Deputy Ministers of Education in Atlantic Canada, jointly with the Regional Coordinator and Director identified those areas and themes regarded as suitable for inclusion in this Report. In addition, through fifteen months, the members of the Advisory Committee provided guidance in the preparation of this document and assisted in establishing the authenticity of its contents.

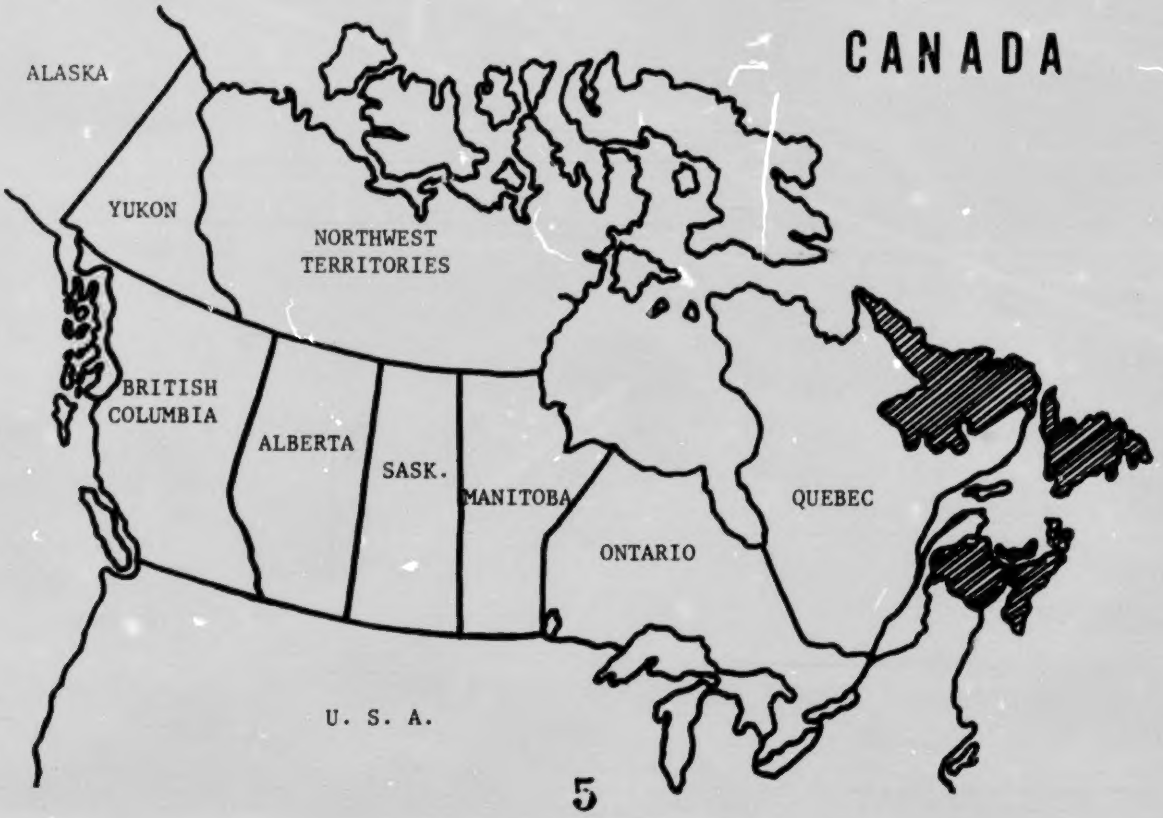
Twelve competent educators from the four provinces undertook research assignments in various areas of educational interest; they produced excellent documents which provided the substance for this Report. Also, employees within the several Ministries, as well as many individuals, groups and organizations of the educational community, gave freely of their time and expertise. Their contribution was invaluable and sincere appreciation is hereby expressed.

In consideration of obvious and necessary limitations imposed on each Region in terms of the length of each Report and the number of themes which could be developed adequately, it was required that a measure of selectivity be exercised with respect to the major areas of education in Atlantic Canada which should be explored. Some topics received relatively brief attention; others were accorded more extensive coverage, being thought illustrative of the innovative and progressive educational practices being developed and implemented in Canada's eastern provinces.

It is hoped that this document will provide an adequate indication of what is happening in education in Atlantic Canada, and that it will afford an understanding of how the four Provinces, similar in many ways, apply their own initiative and individuality toward the satisfaction of recognized needs and in planning for the future.



ATLANTIC REGION



CANADA

TABLE OF CONTENTS

PAGE

FOREWORD ii

CHAPTER I THE HISTORICAL DEVELOPMENT OF THE ATLANTIC PROVINCES SYSTEMS 1

- A. The Atlantic Provinces of Canada 1
  - 1. New Brunswick 1
  - 2. Newfoundland 2
  - 3. Nova Scotia 3
  - 4. Prince Edward Island 3
- B. The Product and the Consumer 4
- C. The Influence of the Churches 4
- D. Involvement of the Public Sector 5

CHAPTER II EDUCATION TODAY; AN OVERVIEW 6

- A. Aims and Objectives 6
- B. Educational Administration 7
- C. Post-Secondary Education 7
- D. Educational Finance 12
- E. Research 12
- F. Federal-Assistance to Education 13
- G. Supporting Organizations 13

PAGE

CHAPTER III A CLOSER LOOK AT TODAY'S SYSTEMS AND PROGRAMS 15

A. The Basic Education Program 15
1. Aims and Objectives 15
2. Policies, Practices and Trends 16
3. Early Childhood Education 19
4. The Elementary School 20
5. Junior High School Years 22
6. The Senior High School 24
7. Music, Art, Health & Physical Education 26
8. Education of the Handicapped 28
9. Pupil Personnel Services 30
10. Supporting Services 31

B. First and Second Languages 34
1. English as the First Language 35
2. French as the First Language 35
3. Second Language Programs and Facilities 36
4. Influences Upon Language Programs 37

C. Universities and Institutes of Technology 37
1. Historical Background 37
2. Objectives 38
3. Academic Objectives 40
4. Educational Structure 41
5. Planning of Educational Development and Innovation 41
6. Financing 42
7. Cooperative Educational Policy 44
8. Changing Admission Requirements 46

PAGE

9. Research 47

10. The Role of Post-Secondary Institutions in Atlantic Communities 47

11. The Economic Impact, Including Salaries and Federal Capital, Research and Operating Grants 48

12. Post-Secondary Institutions as Catalysts for Change 48

13. Projection of Trends 49

D. Teacher Education 50

1. Teachers' Colleges 50

2. University Teacher Education Programs 51

3. Admissions and Standards 53

4. Degrees, Licensing and Certification 54

5. Continuing Teacher Education 55

6. Supply and Demand 56

7. Conclusions and Trends 57

E. Continuing Education 57

1. Universities and Colleges 58

2. Management 61

3. Government and Public Authorities 61

4. The Federal Government 62

5. Provincial Government 62

6. Private and Volunteer Agencies 64

7. Summary 66

F. Financing Education 66

1. Demographic and Economic Factors 66

2. Revenues for Education 69

PAGE

3. Financial Relations Between Provincial and Local Authorities 74

4. Educational Expenditures in the Atlantic Provinces 77

5. Financing Post-Secondary Education 81

6. General Conclusions 86

G. Federal-Provincial Relationships 87

1. General Assistance Plans 87

2. Enrichment of Education 88

3. Support of Post-Secondary Education 89

4. Manpower and Immigration 90

5. The Department of Secretary of State and Bilingualism 90

CHAPTER IV EDUCATIONAL TRENDS IN ATLANTIC CANADA 94

A. Centralization versus Decentralization 94

1. Responsibility for Education; Changing Times 94

2. Centralization & Decentralization 95

3. New Brunswick 95

4. Newfoundland 96

5. Prince Edward Island 96

6. Nova Scotia 96

7. Higher Education 97

8. Summary 97

B. The Changing Nature of Tertiary Education in the Atlantic Provinces 97

1. Expansion and Diversification of Post-Secondary Education 97

PAGE

2. A Change in Conditions 98

3. The Changing Role of Universities 99

4. Alternatives to University Training 100

C. The Expectations of Society with Respect to the Public School 100

D. The Professionalization of Teaching 102

1. The Road to Recognition 102

2. The Professionalization of Teachers 102

3. Teacher Involvement in Planning 103

STATISTICAL ANNEX 104

GLOSSARY 125

REFERENCES 131

CHAPTER I

THE HISTORICAL DEVELOPMENT OF THE ATLANTIC PROVINCES SYSTEMS

A. The Atlantic Provinces of Canada

1. The two eastern provinces of New Brunswick and Nova Scotia share with the central provinces of Ontario and Quebec the distinction of being the first provinces of Canada to enter into confederation in 1867. Prince Edward Island became a member in 1873. Newfoundland, the fourth of the Atlantic Provinces, however, is the youngest partner in the federal system, having achieved provincial status in the year 1949. Collectively, the four eastern provinces comprise the Atlantic Provinces of Canada, with a total population established by the 1971 census at 2,057,260. Despite their proximity to each other, their situation at one end of the geographic spectrum of Canada and their roughly similar histories of development, these provinces have generally elected to pursue their own objectives in terms of social, economic and educational development although they do exercise a natural subtle but continuing influence upon each other. Indeed, it would be inaccurate to say that the educational systems, although conceived and nurtured separately, remain far apart in philosophy and in stage and style of development. Even a rudimentary comparison reveals the current situations respecting education in Atlantic Canada to be somewhat similar in many respects. And often the distinctions are observed to be more in degree than in kind.

2. The beginnings were difficult, as beginnings frequently are, and the story of the struggle to provide adequate educational programs and facilities in the eastern reaches of Canada runs a close parallel to the history of the development of these early provinces and colonies of British North America. In all four provinces educational considerations were introduced as purely local concerns, with very little attention being paid to conveniences or comfort, in terms of accommodations, or to quality with respect to teachers. Indeed, since in most instances attendance at school depended upon the family's ability or willingness to contribute financially to the support of the school, instruction, however crude, was the privilege of the few and imparted by individuals of questionable qualifications.

1. New Brunswick

3. Public education first received official sanction by the government of New Brunswick in 1802 when schools and teachers were made the responsibility of local administrators. Since this in itself created no great upsurge in the fortunes of education, standards and enrollments remained low; ability to pay remained the determining factor with respect to who was to be instructed. Until 1847, when two teachers' colleges were opened and a Chief Superintendent of Parish Schools was appointed, the educational system, such as it was, evolved slowly; in fact, during the first one hundred years of their existence, the schools of New Brunswick improved but little.

4. A change in direction and greater impetus were provided by the Free

Public Schools Act of 1871. Religious disputes having been laid to rest, free schooling became available. Financial support in the form of public taxation by district was mandatory. From that time to the beginning of World War II progress was definite and more rapid and featured the introduction of the graded system (1876) and a uniformly applied program of studies (1878). Greater flexibility in standards and programs also emerged and less emphasis was placed upon memorization which had been the traditional approach to "teaching".

5. With the exception of the tabling of the County Finance Act of 1943, which enriched educational coffers further, no appreciable change is seen in New Brunswick's school system until 1967 which produced the Program of Equal Opportunity and permitted the establishment of the modern facilities and programs experienced by many of New Brunswick's youth today.

2. Newfoundland

6. Arriving latterly within the Canadian confederation and including the mainland area called Labrador, Newfoundland has a similar story of educational development to tell when speaking of the first stirrings of educational interest. As with her sister provinces, Newfoundland sought to cope with isolation, poor roads and communications and extremely limited financial resources. It is perhaps because of their physical location and features, as well as their long-term colonial status, that religious groups gained ascendancy in the fields of educational administration and responsibility.

7. Shortly after being accorded representative government in 1832, Newfoundland's provincial legislature provided limited grants to the principal bodies concerned with providing educational services. These grants were divided proportionally between Catholic and Protestant interests seven years later in order to ease religious conflict in three of the nine school districts then in operation. In 1851 it was not thought politically acceptable to accede to requests to further divide the allocations to the Protestants among the various churches of that persuasion, but as the result of continuous pressure and frequent representations, the sub-division of grants was accomplished in 1874.

8. And so did matters proceed. In 1903, enabling legislation with a view to encouraging amalgamation of schools of different religions was passed but that action only engendered dissent and was not pursued. Economic factors prevailing in isolated communities occasioned the Act passed in 1943 which permitted local option with respect to amalgamation; this did take place in several locations and opened the door to further cooperation.

9. A vital clause in the Terms of Union, 1949, protected denominational rights with respect to education, but also provided assurance that the right to amalgamate was preserved. That date signalled the beginning of an accelerated period of development in education, development which continues to this day. More and better schools have been constructed, attendance has increased markedly, programs have been revamped, teachers are better qualified and better paid, government involvement and leadership have been upgraded and the provincial university has achieved new heights of excellence.

3. Nova Scotia

10. Nova Scotia once included the present provinces of New Brunswick and Prince Edward Island within its boundaries, these latter entities separating in 1784 and 1769, respectively. But even before those years, Nova Scotia was manifestly education-conscious with church schools, predominantly Church of England, in early existence and operation. A semblance of organization and structure was provided the system with the first Education Act in 1766. From the time of that Act until the mid-nineteenth century, Nova Scotia's education story was one of sporadic but definite accomplishment marked by repeated governmental efforts to introduce compulsory general assessment for the financial support of education. The breakthrough came with the Education Acts of 1864 and 1865 steered through the Legislature by Charles Tupper. Again there existed a period of rapid growth: in succession, a graded system, high school courses, provincial examinations and technical education made their appearance.

11. The year 1955 is also worthy of note in that a foundation program was introduced at that time, featuring uniform levy and equalized assessment. Municipalities were accorded a greater or lesser share of funds thus raised, depending upon local ability to underwrite education costs. Supplementary programs, at local option and cost, were also permitted.

12. College and university training was left, largely, to religious denominations to provide, with the exception of institutions established for special purposes by the province.

13. It must be accepted that the year 1955 introduced the modern age of educational finance to Nova Scotia. That many good things have happened in the past two decades is indicated by the fact that Nova Scotian educational institutions have served as a training ground for students throughout the Atlantic area and beyond. They have also exported competence and leadership to many social institutions across the vast expanse that is Canada.

4. Prince Edward Island

14. A look at the early development of Prince Edward Island reveals problems no less acute and agonizing than those encountered in the remainder of the Atlantic area of Canada. It is a story of colonization, conflict and immigration beginning with the arrival of the French in 1720, transfer of the Island to British control in 1758 and an infusion of Scottish Highlanders in 1772. That there is no record of the existence of schools during that period and for several years thereafter is not surprising; in addition to the natural difficulties encountered with respect to land clearing, road construction and accommodation with the elements, a smouldering conflict between the earliest settlers, the French and their British conquerors, created additional difficulties which made progress in many quarters very slow.

15. From the time the first teacher of record was engaged at Rustico in 1816 until the enactment of legislation in 1877 placing all matters related to public education under the control of the province, educational progress was halting and deliberate, with few bright spots. It was a process which

saw tentative steps taken by the Provincial Legislature at various intervals to provide minimal and, later, more extensive financial assistance. A point of interest: Prince Edward Island passed a Free Public School Act in 1852, thus antedating similar action in the mother country.

16. Also, until 1877 Acadian schools were administered separately from the public school system with full integration coming in that year. Then, in 1931, a separate ministry of education was established, giving rise to particular attention being paid to the primary school system, the regional high school concept, higher qualifications and salaries for teachers and the development of Prince of Wales College which had been co-educational since 1879.

17. In 1964, the Royal Commission on Higher Education took the first real look at that level of instruction. The culmination was the merging of the Roman Catholic St. Dunstan's University, which had received its charter in 1917, with Prince of Wales College to form the University of Prince Edward Island in Charlottetown.

18. The Island province is undergoing a process of reorganization once again, planning a program and a future for education which will preserve what is good of the past and of a unique way of living, while ensuring that Prince Edward Island remains abreast of the times and keeps pace with its partners in Confederation.

B. The Product and the Consumer

19. The Atlantic Provinces of Canada have frequently reproached themselves for educating citizens for other provinces; such has been the job market in the eastern regions that the yearly emigration of a significant number of their graduating students, at all levels, was taken for granted. That is changing. One of the four Atlantic premiers states that the trend is beginning to reverse itself and that persons who once were compelled to leave the area in order to obtain employment and fulfillment are beginning to turn homeward once again.

20. A number of conclusions may be inferred from the foregoing observation. The first is that although the Atlantic Provinces were self-deprecating for generations, their educational standards were, in fact, of sufficient quality to permit departing youth to obtain adequate employment elsewhere in the country.

21. Again, since the economic fortunes of the Atlantic Area have featured an upward movement of late, emerging students find more reason to remain in their home provinces and contribute to maintaining and improving what is coming to be regarded as a highly desirable life-style.

C. The Influence of the Churches

22. One more major factor must be considered in this context: the undoubtedly vital contribution made by churches and church groups to education in Atlantic Canada. While it is now true that in all provinces except

Newfoundland church influence upon the education system is minimal or non-existent, present-day systems grew upon the foundations long ago established by dedicated people of all religious persuasions. And while formal involvement in the conduct of school systems has receded, the residual influences are ingrained and account for many attitudes and practises evident within school programs and operations. Very few church supported private schools remain in use today, given the impact of increasing costs and the impracticality or burden of dual taxation. Public non-sectarian schools, albeit conducted in some areas along language lines, are the preference of the day, with the change having occurred in relative peace and cooperation.

D. Involvement of the Public Sector

23. The programs of studies have become more extensive and complex, consolidation of school districts has given rise to the existence of large, comprehensive school buildings, the small one- and two-room schools are disappearing from the educational scene; per pupil costs are increasing at a rapid rate. One effect of all this is to place education beyond both the understanding and control of the average citizen and to require centralized government to assume responsibility and control over many aspects of education once considered local concerns.

24. A variety of approaches are employed by education ministries to provide both the financial and regulatory requirements of schools and teachers, ranging from the grant system through foundation programs to outright centralized financing, taxing and supervision. This has served to make local control over school systems somewhat more remote but has also provided for greater equalization of educational opportunity which, in turn, has contributed to the upgrading of schools and programs in communities which previously suffered through lack of ability to keep pace with more affluent segments of the population.

25. Governments have been seeking to satisfy normal local aspirations with respect to involvement in education by attempting to offset the high degree of centralized financing and control. This they are doing by trying to promote the seemingly paradoxical policies of centralized financing and decentralized authority. Such an attempt presupposes an extremely high degree of communication and cooperation between central and local agencies such as school boards. Initial successes have been enjoyed, giving rise to further experimentation.

26. Teacher involvement in curriculum development is also increasing. The provinces, while striving to fulfill their own responsibilities respecting the programs of studies, are promoting local competence in textbook selection and the devising of course content. Much has already been accomplished by teacher groups and prospects are good for further local contribution.

27. Finally, a change in emphasis is detected with respect to local school board operations: where local authorities once applied themselves to the solution of day-to-day problems, there is a trend toward re-aligning themselves into policy making bodies while allocating detailed administration of the system to their executive staff.

CHAPTER II

EDUCATION TODAY; AN OVERVIEW

A. Aims and Objectives

28. Given the fact that educational institutions and systems in the Atlantic Provinces of Canada have arrived at a similar understanding of what education should be and do, it follows quite naturally that their stated aims and objectives should be similar. That is not to imply that those aims and objectives have been simply conceived; nor are they simply developed and applied.

29. The elementary, secondary and post-secondary educational institutions of the Atlantic Region are faced with no less serious considerations than are their counterparts across Canada: society, its attitudes and its expectations are changing rapidly, and through generations past the schools of all levels have sought to provide what society demanded of them. The difficulties inherent in satisfying those demands were always relative. Fledgling societies striving to fulfill basic needs required only the basics of their schools.

30. As society grew, expanded and became more complex, so did the institutions created to serve the needs of a social milieu becoming increasingly sophisticated. Today that requirement upon education remains, but to it is added the difficulty of having to locate education within the existing societal uncertainties and of reconsidering its traditional role as a tool of society. Increasingly our educational institutions are compelled to assume a leadership role in an attempt to sustain or further that which is good in our way of life and to try to develop a sense of the direction in which we should move.

31. Necessarily, then, the aims and objectives of the Atlantic Provinces institutions of learning reflect current dilemmas and attitudes. In seeking to apply their own resources to the problems, they aim generally to provide equal educational opportunity for all educable youth and adults to the extent that skills and abilities may be instilled or developed.

32. A second and complementary aim is to assist students to mature mentally, physically and morally in the hope that they will be equipped to face life as responsible and productive citizens. Conceding that the knowledge explosion has required an altered approach to teaching, emphasis is being placed on the development of the ability to think, to weigh, and to consider and arrive at rational conclusions.

33. All other aims and objectives, such as the provision of career and developmental guidance, spring from the aims and objectives stated earlier. The intent, then, on the part of educators at all levels and within all institutions is to develop the whole person to the extent it is possible, and to equip that person to put to effective use, for work or for leisure, the wealth of knowledge available today.

B. Educational Administration

34. A three-tiered structure has emerged to provide and regulate the substance and form of education: the school, the community as represented by the school board, and the provincial government. Education has come a long way from the days of the one- or two-room school and a local inspector or administrator. Now, all levels of organization reflect the demands and the realities of the day. Schools are growing in size and variety and in the extent of course offerings, and this has given rise to the existence of categories of educators such as vice-principals, department heads and subject specialists.

35. School boards, comprising elected and appointed members, sometimes find it difficult to cope with the considerations of staffing, programs of studies, school transportation and maintenance. Consequently, another local level of educational administrator and consultant has been established to implement the policies of the board.

36. Government ministries must establish numerous levels and sub-levels of administration and specialization in order to provide the framework and financial support for the operation of the various educational institutions and systems. The charts on pages 8 to 11, inclusive, illustrate the general structure of the ministries.

C. Post-Secondary Education

37. Nova Scotia boasts the largest number of post-secondary institutions, including trade and technical institutes, in Atlantic Canada, with seven chartered universities, along with the Atlantic Institute of Education which seeks to conduct educational research as well as coordinate graduate degree programs. The University of Prince Edward Island which resulted from the amalgamation of the two previous institutions of St. Dunstan's University and Prince of Wales College, serves the Island population, with technical and vocational training being provided at Holland College.

38. Four universities exist in New Brunswick, one of them being a French-language institution with four affiliated colleges. In addition, New Brunswick students journey to other provinces in search of specialized education in fields such as medicine, and frequently attend post-secondary facilities in the neighbouring United States of America.

39. Higher education in Newfoundland is provided mainly by Memorial University, an institution which displays ever increasing competence in the fields of Medicine and Education. The university features a broad extension program which provides services to more than twenty communities throughout the province. The provincial government, via the Ministry of Education, is even more heavily involved in taking instruction directly to the people.

40. A recent arrival on the post-secondary education scene in Atlantic Canada is the Maritime Provinces Higher Education Commission which, as its name indicates, serves the provinces of New Brunswick, Nova Scotia and Prince Edward Island. The Commission, which has its central office in Fredericton, New Brunswick, is the coordinating agency for university programs in the participating provinces and also influences the allocation of grants to the universities. Community Colleges are as yet

CHART I

STRUCTURE OF THE NEW BRUNSWICK MINISTRY OF EDUCATION

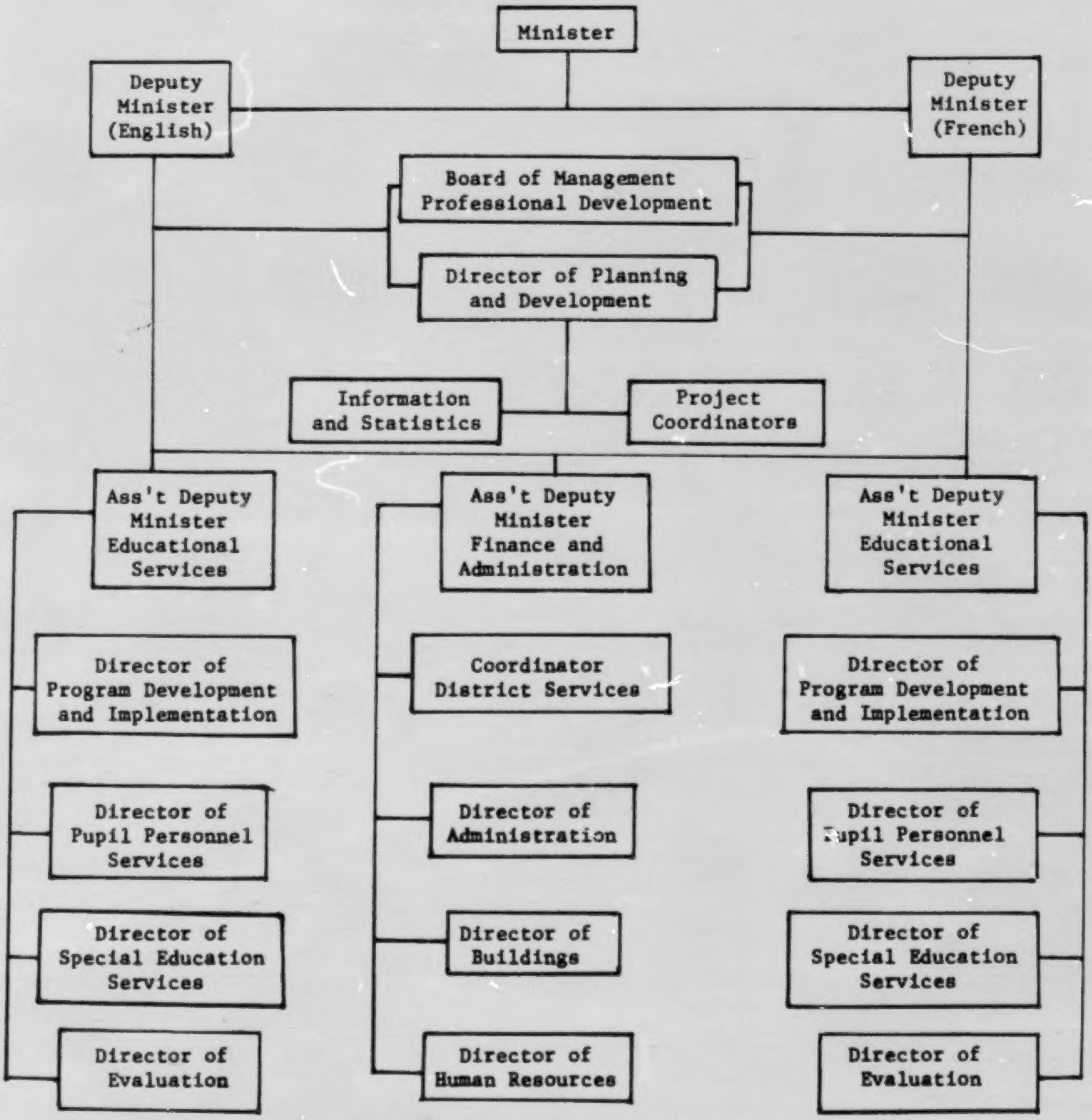

Minister
Deputy Minister (English)
Deputy Minister (French)
Board of Management Professional Development
Director of Planning and Development
Information and Statistics
Project Coordinators
Ass't Deputy Minister Educational Services
Ass't Deputy Minister Finance and Administration
Ass't Deputy Minister Educational Services
Director of Program Development and Implementation
Coordinator District Services
Director of Program Development and Implementation
Director of Pupil Personnel Services
Director of Administration
Director of Pupil Personnel Services
Director of Special Education Services
Director of Buildings
Director of Special Education Services
Director of Evaluation
Director of Human Resources
Director of Evaluation

CHART II

STRUCTURE OF THE NEWFOUNDLAND MINISTRY OF EDUCATION

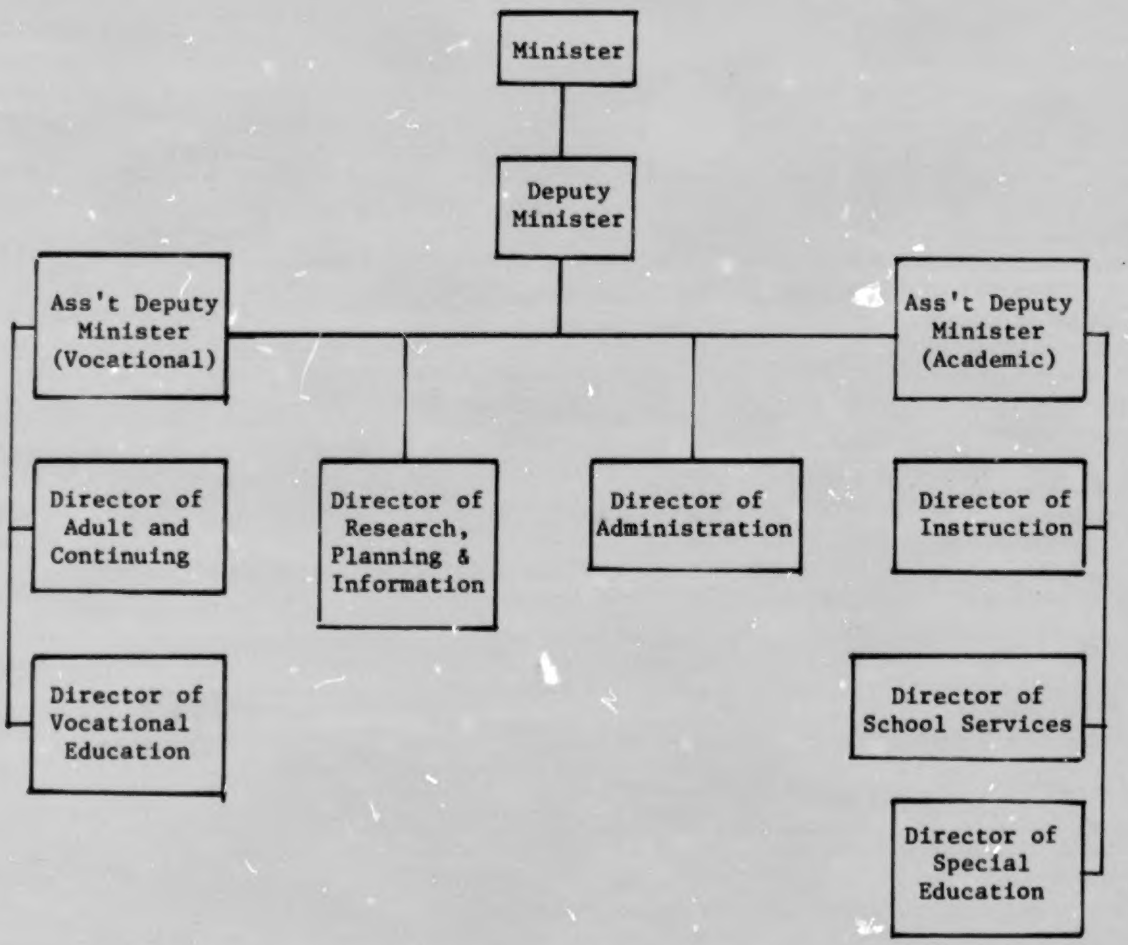

Minister
Deputy Minister
Ass't Deputy Minister (Vocational)
Ass't Deputy Minister (Academic)
Director of Adult and Continuing
Director of Research, Planning & Information
Director of Administration
Director of Instruction
Director of Vocational Education
Director of School Services
Director of Special Education

CHART III

STRUCTURE OF THE NOVA SCOTIA MINISTRY OF EDUCATION

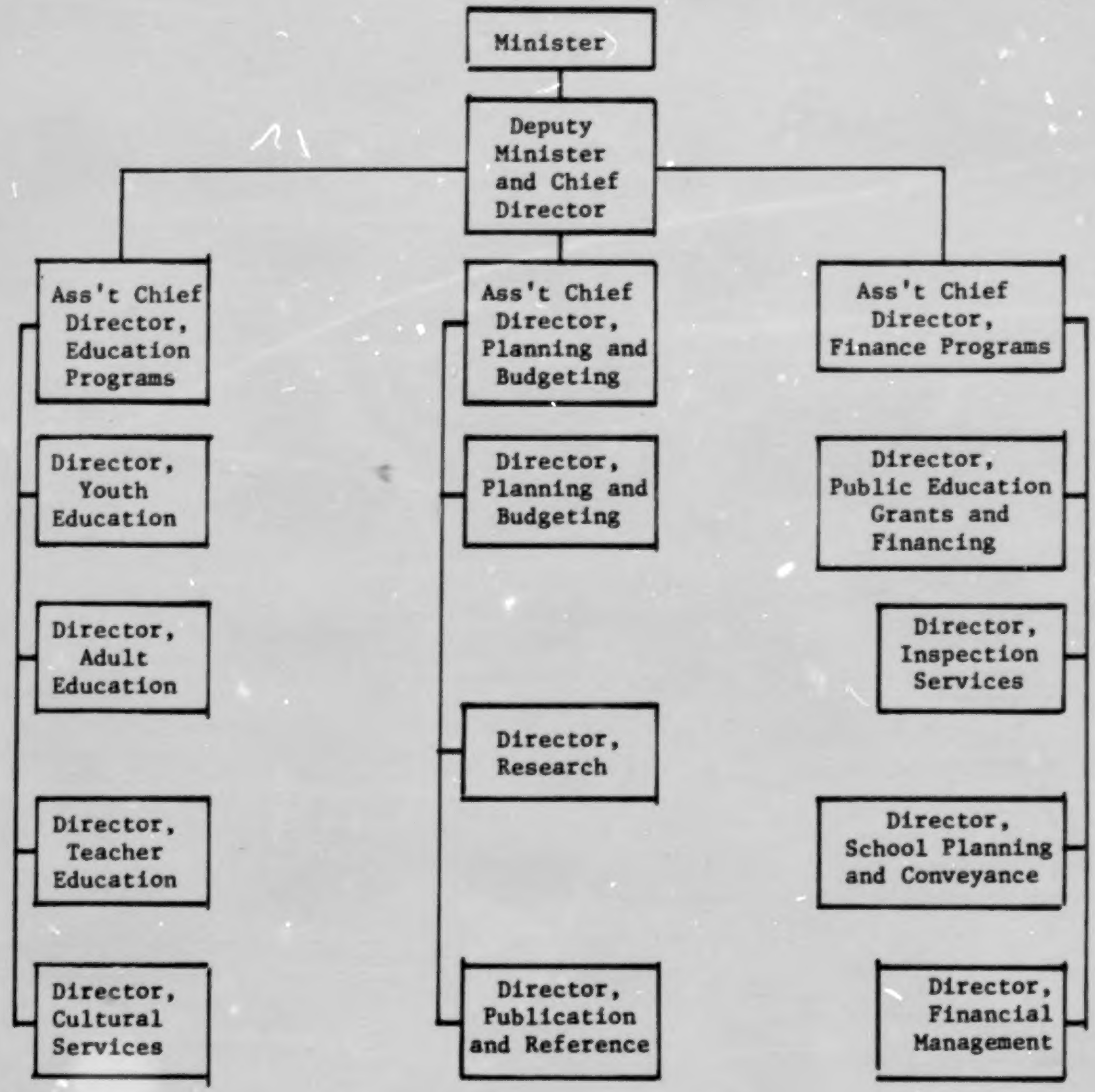
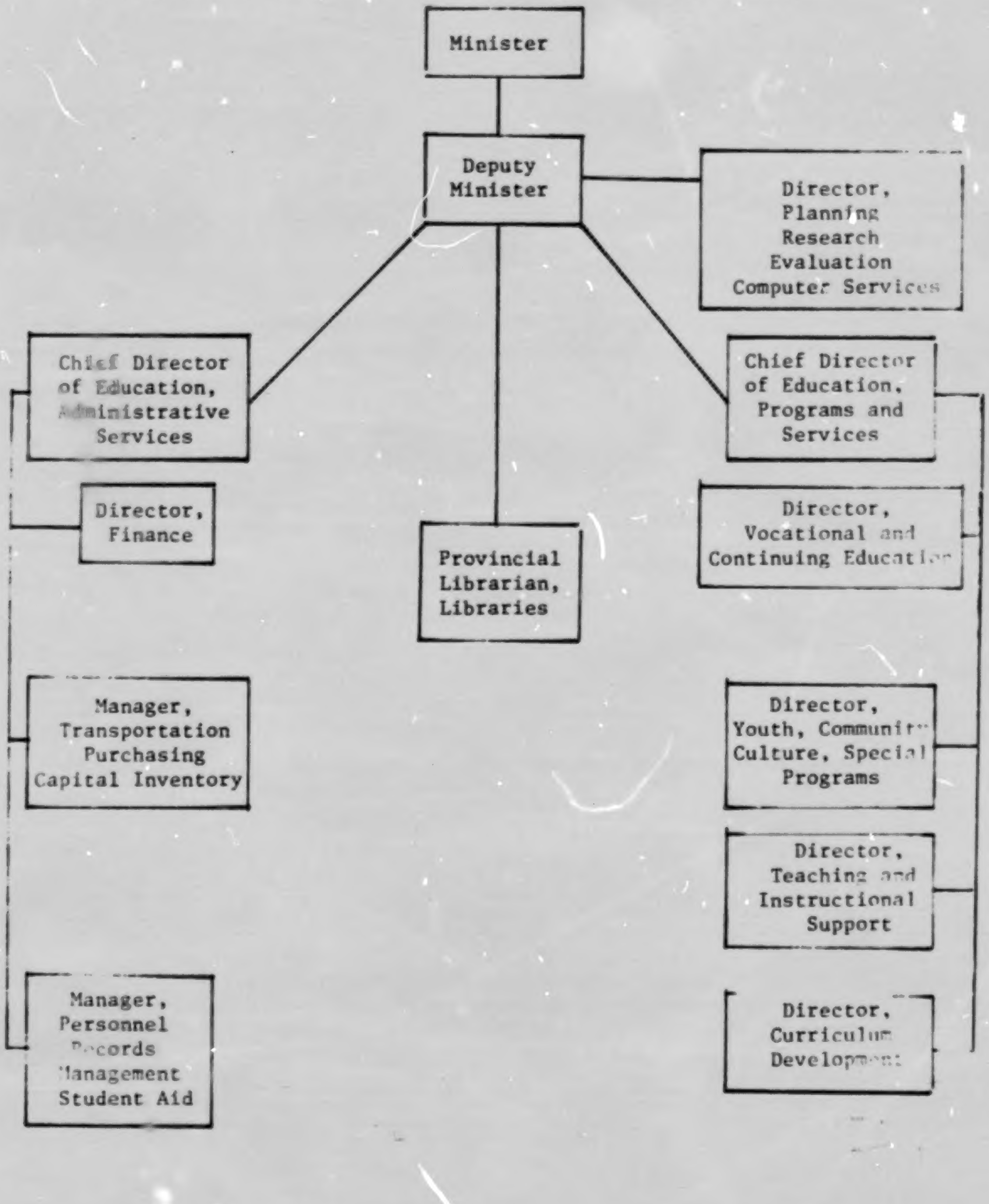

Minister
Deputy Minister and Chief Director
Ass't Chief Director, Education Programs
Director, Youth Education
Director, Adult Education
Director, Teacher Education
Director, Cultural Services
Ass't Chief Director, Planning and Budgeting
Director, Planning and Budgeting
Director, Research
Director, Publication and Reference
Ass't Chief Director, Finance Programs
Director, Public Education Grants and Financing
Director, Inspection Services
Director, School Planning and Conveyance
Director, Financial Management

CHART IV

STRUCTURE OF THE PRINCE EDWARD ISLAND MINISTRY OF EDUCATION


Minister
Deputy Minister
Director, Planning Research Evaluation Computer Services
Chief Director of Education, Administrative Services
Director, Finance
Manager, Transportation Purchasing Capital Inventory
Manager, Personnel Records Management Student Aid
Provincial Librarian, Libraries
Chief Director of Education, Programs and Services
Director, Vocational and Continuing Education
Director, Youth, Community Culture, Special Programs
Director, Teaching and Instructional Support
Director, Curriculum Development

too much of an innovation in those provinces and do not permit valid comment; New Brunswick has established a formal community college organization and Newfoundland has proposed two-year colleges in a number of its regions but effective development has yet to emerge in the latter instance.

D. Educational Finance

41. Financing education in today's world is a major undertaking and each of the four Atlantic Provinces has developed a method best suited to its own resources and requirements, with some features in common with other jurisdictions. New Brunswick's system is one of centralized financing which features co-operative budget development by the thirty-three school districts and the ministry of education. While supplementary expenditures are permitted with local and ministerial approval, all other monies excepting capital expenditures are provided by the province via an approved budget; capital grants are made separately. Education funds are provided from general revenue. Higher education is subsidized by per capita grants while institutes of technology are supported on a formula basis.

42. Prince Edward Island has a system similar to that in use in New Brunswick, with all business, real, and farm property subject to taxation. Here too, supplementary programs may be introduced, subject to approval.

43. Newfoundland provides government grants to each school board for the vast majority of education costs, operating expenses, salaries, instructional materials and transportation, while capital grants are made on a per capita basis through a denominational committee. Local revenues, realized through several sources, account for a very small portion of the total costs.

44. Nova Scotia employs a foundation program, providing for a shared-cost method based on the ability of each municipality to pay education costs. In any event, no municipality must provide more than 72.5% of total monetary requirements. In this province also, additional services may be introduced at local option and expense.

E. Research

45. Educational research in the Atlantic area was conducted for many years in an independent manner by the several ministries, by the institutions of higher learning and by organizations such as teachers' associations. At the same time, the provinces drew liberally from the research productivity of institutions across Canada and in the United States of America. While pertinent research findings are still being imported, there is an obvious effort to develop more extensive and cooperative research capabilities within the Atlantic region, as indicated by the developing prominence of the Atlantic Institute of Education as well as by the newly established Maritime Provinces Higher Education Commission, both of which devote considerable resources to educational research.

46. It must not be assumed, however, that Atlantic Canada has suffered unduly as a result of the relative scarcity of local research-oriented institutions; it has prompted the systems to be introspective, to be continually

assessing their own programs and their effectiveness and to embark upon an upgrading program which has produced viable approaches to education and the creation of systems which are in effect comparable to any in the remainder of the country.

F. Federal-Assistance to Education

47. The Atlantic Provinces receive a substantial amount of financial support through a number of existing programs and federal-provincial agreements. While a certain amount of the support is realized through a formula providing for a reduction in federal revenue from the provinces, other aid is forthcoming in the form of direct assistance as in the financial encouragement of bilingual programs at pre- and post- university levels as well as for language programs intended for the general public. Grants to support athletic training, funds to provide for student travel throughout Canada, a student loans program and assistance in the provision of vocational education facilities all serve to increase the cash flow from the federal coffers to the provinces.

48. By arrangement with the several provincial governments, one-third to one-half of the costs of post-secondary education is underwritten by federal funds. In addition, most of the tuition of Indian students in attendance at provincial schools is paid to the provinces by the federal administration as are the entire costs of the education of dependents of military personnel at the several bases maintained in Atlantic Canada.

G. Supporting Organizations

49. Education in the Atlantic Provinces is supported directly and indirectly in many ways by education-oriented organizations and by private service clubs. Of all these, three emerge as having particular influence and involvement: parent, trustee and teacher organizations or associations. Of the three, the most loosely-knit is the organization which permits parents of public school pupils to exert influence upon local school activities while engaging, through the provincial body, in participation in education at the level of the Ministry.

50. The school trustees, who may be either elected or appointed, represent the public in discussions with the ministries and, generally, attempt to oversee the operation of local school systems. The trustees of Newfoundland, Nova Scotia and New Brunswick maintain permanent secretariats, which are subsidized by the province in the case of Nova Scotia and New Brunswick. The trustees enjoy representation on a number of ministerial committees and, as school boards or through their provincial association, exercise influence at the provincial level upon educational matters.

51. Teacher associations or federations are especially active. Although primarily concerned with measures to improve the salaries and working conditions of their members, they engage actively in the improvement of the quality of education in the Atlantic area and make a substantial and valid contribution to the expansion and up-grading of provincial programs of studies.

52. To the extent that it is possible, there is interprovincial cooperation

in education in Atlantic Canada. The ministries, while not abdicating their responsibilities under the government Acts, do draw upon the interest and resources of other bodies involved in education and, where practicable, delegate authority in the interest of encouraging greater development and a more smoothly operating system.

CHAPTER III

A CLOSER LOOK AT TODAY'S SYSTEMS AND PROGRAMS

A. The Basic Education Program

1. Aims and Objectives

53. Since education in the Atlantic Region reflects the somewhat similar ideals of the people of four provinces, it follows that the aims and objectives of the several systems will bear some resemblance to each other although they are usually arrived at independently. The determination of general aims, policies and priorities is the responsibility of the provinces, but that responsibility is shared with the school boards and, to some extent, with the professional associations of teachers. But, although school boards are corporate bodies and their members, elected or appointed, are the representatives of the public, board authority and responsibility are defined by the Schools Act and the regulations pertaining thereto, as well as by the various statutes and orders-in-council which are issued from time to time. Therefore, in essence each Provincial Legislature through the Minister of Education retains ultimate responsibility for education in its own province, as well as for development and implementation of appropriate aims and objectives.

54. Recent history of the Atlantic Provinces' educational systems reveals periodic evaluations of aims and objectives, undertaken with a view to bringing them more into line with current ideals. As contained in the various ministerial documents and publications, the stated philosophies of all four provinces express a profound belief in the dignity, worth and individuality of every person embraced by the several systems. The intention is to encourage the optimum social, physical, emotional, ethical and intellectual development of the person, helping each to become "a happy, well adjusted, productive individual - the best person he is capable of becoming".[1]

55. Nor is the moral aspect ignored. Newfoundland's explanation of "fully developed individual" includes the following observation:

> We believe that one who has achieved his fullest and best development as an individual is one who, to the best of his ability:
>
> a) is possessed of a religious faith as maintained and taught by the church of his affiliation:
>
> b) is possessed of a sense of moral value based on a belief in, and an earnest endeavour to practise and exemplify in his daily living, the virtues, both spiritual and moral, affirmed by his religious faith.[2]

56. Prince Edward Island's philosophy and aims recognize that in these decades of rapid change it is "essential that people be educated in such a way as to be flexible and adaptible," and "to be more active in the learning process rather than... a passive receiver of knowledge."[3]

57. Nova Scotia's statement of general aims includes the substance of the aims of all four provinces in the Atlantic Region:

1. To develop the capacities of each person to think effectively, communicate thought, discriminate among values, make accurate judgments, and acquire an analytical attitude toward change;
2. to prepare each person to use these abilities to examine critically and objectively the exercise of authority and influence in society, through its administrators, laws and practices;
3. to develop a belief in the freedom and dignity of every person, freedom of thought and inquiry, and freedom to participate and express oneself in the day-to-day activities of society;
4. to prepare each person to live with diversity and change so that he may be better equipped to evaluate public issues, draw conclusions and act with discrimination and prudence;
5. to enable each person to acquire the knowledge, skills and attitudes necessary to live and earn a living;
6. to develop in each person an understanding and appreciation of the aesthetic aspects of life so that he may enjoy and participate in them;
7. to bring about understanding and practices essential to the maintaining of sound physical and mental health;
8. to enable each person to develop a better understanding of himself;
9. to enable each person to appreciate the unity of mankind and to have a feeling of compassion for all humanity irrespective of differences arising from political structure, race or religion.[4]

58. All provinces recognize the importance of meeting the needs of the school's varied clients at all stages of development, for as one document states: "Learning is limitless; whatever the child learns in school is only the beginning of a lifetime of learning."[5]

59. Appropriate legislation and executive structures to implement the changes have either been developed or are in the process of being developed. Each of the provinces is aware of the inadequacy of considering solutions to problems in isolation as has been the tendency in the past. Each is now moving toward a comprehensive plan which will bring education into closer congruence with the current social and economic facts of life in the Atlantic Region and thus prepare its youth to cope with the future.

2. Policies, Practices and Trends

60. The number of public, federal and private schools in the Atlantic Provinces has decreased markedly in recent years.[6] The following table reflects the trend during the period 1960 to 1974:

	1960-61	1970-71	1973-74
Newfoundland	1,255	832	695
Prince Edward Island	455	263	152
Nova Scotia	1,377	741	608
New Brunswick	1,394	615	531
Atlantic Provinces	4,481	2,451	1,986

61. Consolidation of schools and of school districts is mainly responsible for the decrease. There are now fewer one-room schools in the Region but consolidation has also meant that the average enrolment per school has approximately doubled. The reason for the reduction in the number of federally operated and private schools is the continuing integration of Indian pupils into the public schools of the Provinces. Also, unable to meet the rising costs of education, the administrators of many parochial, or separate, schools have been compelled to close those schools, thus directing more pupils into the public systems.

62. During the 1972-73 school year, the total public school population of the four provinces was 579,956. Of that number, 66,220 pupils attended schools in which the language of instruction was French. New Brunswick, the only officially bilingual Atlantic province, had 59,795 French-speaking pupils within its system; Nova Scotia, 5,654, and Prince Edward Island, 771. Newfoundland is almost exclusively English-speaking, and the language of instruction is therefore English in all of its schools except for one school in Labrador City which follows the program of studies for the Province of Quebec.

63. Organizational patterns by year in elementary, junior, and senior high in the Region's schools vary. The three Maritime Provinces endorse a 6-3-3 system and Newfoundland, a 6-3-2 system, but a wide variety of combinations may be found in all provinces, depending upon the size, locations and facilities of schools. With wider implementation of continuous progress and individualized programs, the variety is likely to continue.

64. There has been a downward trend in pupil-teacher ratios in the past decade. The base for determining both the recommended and actual ratios varies from province to province, since the definition of "teacher" for the purpose of the ratio includes various other specified professionals in some of the provinces. The number of pupils per teacher[7] in the Region averaged 22.5 in 1970-71, down from 27.2 ten years earlier.

65. For many years the ratio has been highest in the elementary schools and lowest in the senior high schools, partly because of the provision for a wider variety of offerings at this level. This condition led to some dissatisfaction among teachers in the elementary schools, since it is thought that older, more mature students should have a greater capacity for independent work and study. The effects on the elementary school population of the declining birth-rate of the recent past and higher retention rates in the senior high schools have contributed to a trend which may lead to the establishment of a more equitable ratio throughout.

66. There has been a marked increase in the retention rates of the schools, from school entry to graduation at the end of high school, with Newfoundland showing the greatest improvement. This may be attributed in part to lower pupil-teacher ratios, improved facilities, a greater variety of courses and programs and a move toward individualizing instruction and time-tabling. The fact that upwards of thirty percent of the student population leave the public school system before graduating is not necessarily an indication of failure on the part of the schools to satisfy the needs of the clientele. On the contrary, many pupils elect to enter the labour force before high school completion; still others transfer into the vocational and trade schools in order to satisfy their preferences. High school completion must not be regarded as essential for all who enter the public school systems.

67. The number of teaching days approximates 195 in each of the provinces. The number of days school is in session differs from province to province, depending upon the number of days provided under Provincial Regulations and Teachers' Collective Agreements for in-service education and educational conferences. Hours of instruction, both maximum and minimum, are set by the Provincial Ministries. With minor differences, these hours are generally a four hour minimum in the first three years and a five hour minimum beyond that level except in New Brunswick where it is five and one-half in the senior high school. Nova Scotia has set the maximum number of hours at six.

68. Public schools in New Brunswick, Nova Scotia and Prince Edward Island are non-sectarian. An accommodation is provided, however, within the Region, particularly in certain districts in New Brunswick, whereby Roman Catholic parents have the privilege of enrolling their children in certain schools which are predominantly Roman Catholic. This is strictly a de facto arrangement in the sense that although school boards are responsible for placement of pupils, it can be accomplished only where school population and facilities warrant it. In New Brunswick religious instruction, where offered, must be carried on outside regular school hours.

69. In Newfoundland, the church authorities are partners in the operation of schools and have the exclusive right to determine whether or not religious education is taught and what programs are used, maintaining close liaison with the Division of Instruction. In that province, all churches promote religious education in all years, first to eleventh. There are many schools, however, where it is not taught in all grades and some, perhaps, where it is not taught at all. No board is compelled by Government to give religious education, but all are expected by their churches to provide it.

70. Recent reports indicate that there is increasing support in other segments of the Region's population for more involvement by the schools in the areas of morals, values, and religious education. A small number of pilot programs are operating within the Region.

71. Traditionally, the development of public school curricula and the provision of textbooks within the Atlantic Region have been the responsibility of the Ministries of Education through their appropriate branches. Nova Scotia employs several subject committees composed of competent teachers and administrators in order to examine periodically the programs and materials

in use; the other provinces maintain a central curriculum committee, with several sub-committees and subject councils who bring forth recommendations on particular subject areas to the Ministry. In addition, within each Ministry there is a director of curriculum plus appropriate professional consultants and staff who conduct on-going research in curriculum development, coordinate the efforts of the committees and oversee the implementation of the public school programs.

72. Teacher contribution to curriculum development has increased notably in recent years in all provinces. As a result, innovation, experimentation, and piloting of new learning materials and programs are becoming more widespread. Teachers' organizations in all provinces now have representation on both the central curriculum committee and on the many sub-committees. In-service workshops and university block programs help orient teachers to new programs and materials. Wider choices of materials and content from among provincially recommended listings are also provided. These conditions encourage an increase in local program planning, and in the selection of materials suited to the needs of individual children and appropriate to local circumstances.

3. Early Childhood Education

73. In the Atlantic Provinces, there is a variation in the ages at which children are permitted to enter the public school system. In Nova Scotia, children must be five years old before October first of the year in which they are permitted to enter Primary Grade which precedes Elementary School; New Brunswick requires pupils to be six years of age by December thirty-first, and Prince Edward Island by January thirty-first, before being admitted to the first level of the Elementary program; in Newfoundland also a child must be six years of age before December thirty-first in order to begin school, but children may be admitted to a kindergarten approved by the Minister if they reach the age of five years before December thirty-first. Gifted children may be placed under instruction in approved classes at an even earlier age.

74. Nova Scotia's Primary Grade program is designed with the intention of facilitating the adjustment between the home and the school. Teachers are instructed to make use of the children's natural learning processes by encouraging participation through play and games, the manipulation of concrete objects and the use of a variety of sensory experiences. With variations, this approach is employed in most of the pre-school classes, private and public throughout the Region.

75. In Prince Edward Island, private kindergartens and day care centres operated by individuals, church groups and the like, are in operation throughout the province. The number of these is on the increase and legislation has been passed recently to deal with the operation and standards of such centres.

76. New Brunswick has thus far a gradually expanding unorganized system of kindergartens which now number more than two hundred. The entire cost of attending these classes is borne by parents of the pupils. Consequently, the children most in need of the pre-school training offered by the kinder-

gartens may not be in a position to receive it. However, early in 1974, New Brunswick's Minister of Education announced plans to implement pre-school education for all five-year-old children with the province assuming the entire cost. A development task force is presently studying and planning in the areas of kindergarten teacher education, facilities, curriculum, and transportation. A small number of pilot projects are planned for September, 1975, with full implementation planned to begin as conditions permit. A further selective program for handicapped children and a lowering of the entry age under the province's Auxiliary Classes Act will provide by 1976 special educational services for the handicapped as low as age three.

77. And so, pre-school programs are beginning to receive much more attention from the several Ministries; privately operated centres are being subjected to provincial regulations and, in some provinces, formal kindergarten programs are either in operation or being planned at government expense. It appears that modern research and resultant findings concerning the importance of the early years in the later development of aptitudes and personality are now influencing the thinking of educators and the public in Atlantic Canada.

4. The Elementary School

78. The elementary school for the purposes of this section is defined as years one to six except in Nova Scotia where the primary year is considered a part of the elementary school, as indicated in paragraph seventy-three on the previous page.

79. Many elementary schools in the Region are moving away from the rigid graded structures which encouraged conformity, stressed obedience, and fostered the cultural heritage of the majority. They are operating within a more open flexible non-graded structure based on the philosophy of continuous progress as a means of encouraging the development of individual potential. There is an increase in the use of those practices which encourage independent learning in a variety of social situations under teacher guidance.

80. New Brunswick, Nova Scotia and Prince Edward Island have officially adopted the philosophy of continuous progress, but Newfoundland has made no official move to adopt either the continuous progress philosophy or the non-graded structure. Its current emphasis has been on the development of a modern curriculum for its elementary schools. Nevertheless, it is encouraging practices which are compatible with continuous progress and there have been some in-service workshops devoted to a study of the philosophy, particularly in the urban areas. On-site observations reveal that there is increasing emphasis upon meeting the needs of individual pupils, the use of modern pedagogy, and learning through involvement.

81. A number of elementary schools constructed in the four provinces during the past decade are open-area schools with provision for library-resource centres. Elementary school libraries have been most inadequate over the years; in many schools, non-existent. This condition is slowly changing as all provinces provide increased allowances for print and non-print materials and equipment to permit greater individualization of instruction.

82. Programs of studies in all provinces provide the basis for a well balanced curriculum. Teacher guides and manuals include suggestions for teaching and learning. All core programs for elementary schools include the language arts in the mother tongue (listening, speaking, reading, writing, drama, and handwriting), mathematics which is presently being up-dated to accommodate metric measure, social studies, natural science, health and physical education, music, and art. Second language instruction is provided if competent teachers are obtainable.

83. Mathematics was the first curricular area to receive attention for the purposes of revision and up-dating. New Brunswick's junior high school mathematics program, developed in the late fifties and early sixties, was among the first "new" mathematics programs in North America. Revisions in both senior high school and elementary mathematics quickly followed.

84. Modern mathematics programs in the Region are intended, in addition to providing understanding and skill in the basic operations of arithmetic, to introduce young children to the elementary language of machines, a logical method of thought through its algorithms, and a concise and precise means of symbolic expression of quantitative relationships. There still exists a good deal of misunderstanding concerning the purposes of mathematics by persons who deplore the pupils' lack of computation skills. All four provinces prescribe the same elementary school mathematics program and textbooks, with provision in some provinces for alternate selections. Each province provides its own curriculum outline and teacher guides. The four provinces cooperated in the development of the mathematics program through the Interprovincial Elementary Mathematics Committee which operated from 1963 to 1966.

85. Other cooperative projects were developed by the Interprovincial English Committee, 1960 to 1963, and the Elementary Social Studies Committee organized in 1971. Such committees report the results of deliberations to the Atlantic Provinces Directors of Curriculum who meet twice yearly.

86. The overall objective of the language arts program, whether English or French, is the optimum development of the pupil in the areas of listening, speaking, reading, and writing as means of expression and communication, and as tools of thinking, learning, and creativity. An increasing emphasis upon drama, though still not extensive, provides for many children experiences in movement, mime, speech, and improvisation as part of their natural creative development. Recent changes in language arts curricula encourage an integrated multi-media, multi-program approach. Extensive in-service programs and block programs in reading and related areas have been made available to teachers, supervisors, and consultants. Nova Scotia operates two mobile reading clinics, one provincially owned and another owned and operated by a school board. All provinces are now employing reading coordinators and remedial reading teachers. A choice of textbooks is possible from a narrow selection prescribed by each of the Provinces. A readiness program is basic to all elementary language arts programs and teachers in all provinces are encouraged to adapt content and materials to meet current levels of achievement and individual needs.

87. Elementary science programs are designed to provide a selection of topics for pupil study and research, including problems arising out of the

local environment and having the potential of exciting and stimulating pupils toward a life-long interest in and quest for knowledge and truth. Lack of teachers' practical experience in the use of the scientific method may result in a factual approach to the teaching of science in some schools.

88. Social studies programs in most provinces are currently under revision; the intention is to increase the emphasis on the areas of human relationships, economic understanding, values education, examination of the institutions and organizations of society, and the role of the citizen. There is increased interest in local studies, encouraged in part by a current emphasis upon exploration of the local environment

89. Health education is a part of the prescribed curriculum of all elementary schools. Newer schools have gymnasia and many have a physical education teacher or a teacher who devotes a major part of teaching time to physical education.

90. More information on music, art, physical education, and second language programs will be provided elsewhere in this report.

91. Actual reform toward implementation of the basic tenets of continuous progress is being accomplished slowly. Evaluations carried out by teams of educators and recent visits to elementary schools by individuals reveal some encouraging trends. Evaluation tools and procedures are still elementary, the approach more philosophical than scientific, yet enough has been accomplished to provide evidence that although there are curriculum reforms, serious attempts to individualize, and commitment to continuous progress, some elementary schools are handicapped by a lack of specialist help in areas such as reading, speech problems, hearing problems, learning disabilities, and guidance.

5. Junior High School Years

92. The junior high schools, usually comprising years seven, eight, and nine, have been receiving increased attention in the recent past in most parts of the Region. Attention has been focused upon curriculum development, a greater variety of programs, pupil advancement in accordance with the principles of continuous progress, and, in some areas, the development of an organized procedure for evaluation for the purpose of ensuring gradually improving learning situations for pupils. It should be pointed out that Newfoundland's Ministry of Education makes no distinction in its curriculum guide between the junior and senior high schools.

93. The junior high schools in the Atlantic Region offer courses in the mother tongue, English or French, mathematics, science, social studies, physical education, music, art, industrial arts, home economics, and second language, French or English. There are differences among the provinces and among schools within the same province as to the specific content of courses, the levels at which they are taught, and the time devoted to the various subjects.

94. In Prince Edward Island and Newfoundland, home economics and industrial arts are relatively new courses offered to a small section of the

junior high school population. In New Brunswick, these programs were removed from the first year junior high school curriculum in 1967 but retained in eighth and ninth years.

95. Time allotments for the various subjects in the other provinces are similar to those outlined in the Nova Scotia Programme of Studies, 1974. These indicate that approximately 60% of the five-hour school day is devoted to the study of the first language, mathematics, social studies, and science, all of which are compulsory subjects at the junior high level in all four provinces. Other subjects which occupy students' time for the remaining portion of the day are allotted individually from 6% to 12% of school time. Physical education is compulsory where facilities permit.

96. In order to provide for the wide variety of achievement levels, interests, and talents found among students of the junior high school years, some provinces have made provision for discrete programs - standard or regular, modified, adjusted, and special or auxiliary. For many pupils, the offering of programs other than the regular one, has provided an opportunity to improve self-concepts badly damaged through failure along the way, and a chance to relate to a teacher who, because of smaller numbers of pupils or the provision of appropriate materials, has helped them to experience success.

97. In some schools, differentiation and adaptation within heterogeneous classes permit other students to experience success as they learn with their peers. Corrective and remedial programs in the basic subjects are provided where needs dictate, often for over-age pupils. Local schools are encouraged to initiate special projects having local significance. These include mini-courses in such fields as Drug Education, Family Life Education, and other practical and interesting topics not a part of the regular prescribed programs.

98. New Brunswick's junior high schools are organized around two programs - regular and modified. The latter, which operates at eighth and ninth year levels, is intended for pupils who encounter considerable difficulty with the regular program. It is designed to provide developmental and remedial basic education and an enrichment of the basic concepts. Teachers and guidance personnel accept responsibility for counselling pupils and for assisting them in coping with their problems. Parental permission must be secured before pupils enroll in the modified program.

99. Four programs are available at the junior high level in Nova Scotia: the standard one is followed by students who have experienced satisfactory progress in the elementary school. The modified approach is designed for pupils who are likely to improve with corrective or remedial instruction. For those with limited ability to handle abstract learning, there is the adjusted program, and for the mentally handicapped, senior auxiliary classes. New Brunswick has a number of senior special classes for pupils in the latter category.

100. All provinces have revised their junior high school programs or several of their courses recently in attempts to keep abreast of general trends in junior high school curriculum and most have provided some additional offerings. All have either endorsed the continuous progress concept or are encouraging schools to move in that direction.

101. Criteria for the evaluation of junior high schools have been developed in New Brunswick and evaluation teams have visited a number of schools which have indicated an intent to implement the continuous progress concept. As a result of these evaluations, the principals and teachers of those schools are better prepared to develop programs more suited to the needs of pupils involved in the transition years between elementary and senior high school.

6. The Senior High School

102. In recent years all provinces have exerted efforts to adapt their schools to the demands of a rapidly changing world. The need for change appeared more urgent at the high school level since these students are closer to active involvement in the unprecedented technological and social forces confronting society in the broad sense. Consequently, the senior high schools of the Atlantic Region have undergone many changes. These have been complemented by extensive building programs in all provinces.

103. Senior high schools include years or grades ten, eleven, and except in Newfoundland, twelve. Some of the provinces offer a diversity of secondary programs for reasons indicated in the guide to New Brunswick Senior High School Programs: Educators, states the introduction, should be able to identify pupil interest and ability, set up instructional units that provide for a high quality of both group and individual learning, guide pupils in their selection of programs and courses, and implement individual timetabling and subject promotion.[8] For these and other reasons, all provinces now offer either a variety of programs or a wider selection and combination of courses than were offered in the past.

104. Newfoundland is the only one of the four provinces which does not offer a variety of programs as such. It provides for choice in other ways. Its program of studies makes special reference to a one-year business education program offered at the end of the senior high school following the eleventh year. Its two-year offerings in home economics cover the four core areas of foods and nutrition, clothing and textiles, human development and the family, and contemporary homes. In each year, nine, ten, and eleven, students may select courses from two of the six areas of a special prevocational program including communications, materials and processes, power and energy, natural resources, home economics, and business. Religious education is promoted in the senior high schools as well as at other levels by church authorities.

105. Very significant changes have taken place in the Nova Scotia high school program during the past few years. The Program of Studies no longer speaks of particular streams of courses. Course content has been so modified as to allow all courses to receive equal credit towards high school completion; and local school authorities are now able to incorporate their course offerings in a single integrated high school program which for many students can be further modified by the inclusion of courses provided in accessible vocational schools.

106. In such a program, subject to local circumstances of scheduling and administration, a student may elect courses designed as preparation for

university, other courses intended to give within themselves a broad overall view of a subject area or which otherwise lend themselves to his special interests, or, where such are available, credit courses in business education subjects or in the senior industrial program. Also, any combination of these may be elected.

107. The essential requirement is that fifteen course credits, which must include courses in English - and French in francophone areas - are needed to make up a high school completion program. The selection may be made from more than a hundred available for adoption. The number of these choices available to an individual student is of course determined by local facilities and staff and local programming, as is the order in which courses may be elected. But in theory, a student may choose high school courses in any order except where prerequisites are determined within the subject matter.

108. Prince Edward Island offers generally the same high school programs as does Nova Scotia, and special interest courses are increasing in number: economic geography, political science, German, consumer economics and record-keeping. At the two regional vocational schools, two-year business education courses are available along with industrial shop programs, a home economics program plus a three-year course in agriculture. The advent of subject promotion in some of the schools has prompted cross-selection of courses and the entire high school setting is becoming totally integrated; distinctions between 'academic' and 'vocational' pupils are now quite fine or, even, non-existent.

109. New Brunswick has comprehensive senior high schools for its English-speaking pupils, and 'les écoles polyvalentes' for its Francophone pupils. These schools offer three general categories of programs leading to high school graduation after the completion of at least fifteen credit courses in a minimum of three years.

110. To provide for different abilities, interests, and vocational or educational plans, the Ministry encourages provision within these schools for cross-setting of courses. The majority of pupils, however, progress through senior high school within one of the three available programs, college preparatory, general educational and occupational, or the practical program. The choice which the individual pupil makes will, in the majority of cases, depend upon the junior high school program he has followed and the entrance requirements of the post-secondary educational institution he plans to attend or the kind of vocation which he is interested in pursuing.

111. For the college preparatory program, successful completion of the regular junior high school program is a prerequisite. Compulsory and elective courses in this program prepare students for entrance to universities, institutes of technology, and other university-level post-secondary institutions. Two types of courses are provided within this category of program - regular college preparatory courses and enriched courses, the latter for pupils with considerable ability, interest, and preparedness in a particular subject.

112. The general and occupational programs are devised for pupils who plan to seek employment after high school graduation and hence require a broad general education to help them adjust to today's complex society. This

program does not prepare students for university or highly specialized technical education nor do pupils following it take the vocational skill subject electives of the occupational programs.

113. The three types of vocational program electives within the latter category are the business education program, home economics program, and the industrial program. All prepare students for immediate employment after high school in appropriate business, labour, and industrial occupations.

114. All senior high school programs of studies in the Region list the following courses: English or French (mother tongue), French or English (second language), mathematics, biology, chemistry, physical science, physics, geography, history, physical education, music, art, home economics, industrial shop, and business education. Other languages sometimes offered include Spanish, German, Russian or Latin. All provide as well a number of elective courses varying from a few to a wider range. Although there has been a recent gradual increase in the number and variety of courses offered, there has not been in the Atlantic Region the proliferation of courses offered in some secondary schools in North America.

115. The four provinces are participating in the Canada Studies Foundation Program and a substantial number of studies are being carried out by groups of teachers and students of both language groups. Some fine creative work is being done within a wide range of topics. Many senior high schools in New Brunswick have participated in the province's cooperative evaluation project which is described briefly in the closing paragraphs of this section of the report.

7. Music, Art, Health and Physical Education

116. There is a gradually increasing awareness within the Atlantic Region of the importance of music and art education as part of the public school program. This is part of a larger awareness of the need for developing the creative and imaginative faculties of children and of the function of artistic education in helping them communicate with and understand their environment.

117. The number of music educators in the Region is increasing slowly and new music programs have been and are being developed. Curriculum committees have the difficulty of providing a variety of programs to accommodate the very great differences among students in music appreciation and knowledge. Those responsible for preparing music education programs have exerted their efforts toward accomplishing the goal of comprehensive musicianship which includes many facets of music education such as music appreciation, concept development, and music skills, all of which can be related to the total life of the pupil.

118. Nova Scotia's aims for its music program are stated as the development of an aesthetic response, good musical taste and discrimination, together with an understanding of as many as possible of those diverse elements embodied in the term "music".

119. Newfoundland prescribes a basic text for its elementary school music

program and suggests three periods of twenty-five to thirty minutes in length per week. Music is taught by classroom teachers in the elementary school since there are no music specialists employed at that level. The program of studies suggests activities including singing, playing instruments such as the recorder and ukulele, rhythmic activities, creating music, listening to music, and reading musical notation.

120. In 1970-71, Prince Edward Island employed fifty-seven music teachers. This number was eight more than in the previous year and qualifications were higher. Facilities for the teaching of music are included in schools recently built. The province's program includes a variety of offerings and suggests the use of percussion instruments, recorder, and stringed instruments at appropriate levels.

121. New Brunswick's music education program has been completely revamped in recent years and the quality of music instruction improved. The qualifications of music teachers have been raised, providing for a higher calibre of teaching. Recent efforts in program development have been focused on the elementary school almost exclusively, with plans to extend the program into the secondary schools. The elementary program has as its goal comprehensive musicianship, an approach which emphasizes "concept formation with competency" and relates the development of concepts, competencies, and activities to in-life behaviors.

122. All provinces provide teacher guides, listings of available materials, and appropriate recordings. The correlation of music with other subjects is encouraged and wherever possible schools make provision for students to listen to professional performers.

123. By the time students reach junior and senior high school, the differences in music appreciation, knowledge, and skills are extensive. In most junior high schools, music is an elective; it is compulsory only in a small number. In senior high schools, music is a full credit elective designed for those students who have considerable music experience and performance skills. A small number of students elect to study music in senior high school.

124. Teachers of the elementary schools in all provinces are urged to encourage children to experiment in the use of different media in their art programs which include, drawing, painting, print-making, sculpture, construction graphic design, fabric and costume decoration, ceramics, stitchery, textiles and weaving, as well as art history and appreciation. The purpose of art education is to develop aesthetic sensitivity and visual literacy. Programs are designed to require children to create, to prepare visual materials in a variety of media, and to become knowledgeable about important works of art. The results depend upon the initiative, interest, knowledge, and skills of teachers who in most schools find it necessary to pool resources, both personal and material, to provide a wider experience for pupils and to encourage the development of the latent talent they possess.

125. Art is an elective in most junior and senior high schools, although, as in the case of music, some school boards make it compulsory in the junior high school. Newfoundland, New Brunswick and Nova Scotia have elective courses in art in the senior high schools and Prince Edward Island is presently

developing a high school art education program. Although art education is gaining attention in the high schools, the enrolments in art programs are still low.

126. All provinces prescribe programs in health and physical education but all recognize that these will not be effective unless they contribute to an improved school environment which reflects better physical, mental, and social health among pupils, both collectively and individually.

127. Many elementary schools in New Brunswick and Prince Edward Island have specialist teachers qualified in physical education. In Newfoundland, placement of specialist services is usually at district level, since specialists are not generally employed at the school level. Nova Scotia's elementary school program emphasizes, in addition to the individual physical activities, the importance of group work in physical education which encourages children to share equipment and to cooperate with others while developing self-discipline and self-confidence.

128. Physical education is offered in each of the three years of the junior high schools in the Region and is a compulsory subject if facilities are available. The junior high school physical education program emphasizes skills development through body contact sports and recreational activities. A number of the Region's schools have introduced recreational activities such as snow-shoeing, camping, and outdoor education as part of the physical education program.

129. In the senior high school, physical education is usually an elective, although it is sometimes given for one or two periods per week at each year level. New Brunswick offered in ten of its schools in 1973-74 a physical education course which received a minimum time allotment on a par with academic courses and earned for successful participants a full credit. Nova Scotia is introducing a similar program in 1975.

130. There is a gradually increasing awareness in the Region of the importance of music, art and physical education to the total education of its youth. The task of integrating teacher education programs in these areas into a total comprehensive plan still remains to be accomplished.

8. Education of the Handicapped

131. Most of the attention presently received by the handicapped of the Atlantic Region is concentrated upon the elementary-school-age child. While all four provinces have a number of programs in operation, not all areas are yet able to accommodate the particular needs of handicapped children and only in the major population centres are facilities available for handicapped pupils of secondary school age.

132. Programs currently provided for the handicapped include those designed for the trainable and educable mentally retarded, cerebral palsy children, the visually impaired, the hearing handicapped, slower learning pupils, the learning disabled, and the hospitalized or homebound pupil.

133. In communities where it is not possible to develop a large number of

programs for handicapped children, emphasis is frequently placed upon the needs of the trainable mentally retarded or of the cerebrally palsied. In an attempt to provide programs suited to the requirements of the children, handicapped children are sometimes permitted to follow regular courses in subject areas for which a particular aptitude exists; in other instances, all the instruction is provided within the 'special education' classroom.

134. The Halifax School for the Blind, in Nova Scotia, accepts pupils from all four Atlantic Provinces, as does the Interprovincial School for the Deaf in Amherst. Occupational and vocational training are featured at the latter facility.

135. Since it was established in 1961, the Interprovincial School for the Deaf has expanded its original offerings and now provides a whole new array of services, including a program of community based facilities for the hearing handicapped, a system of pre-school classes, a vocational education program for students from all four provinces, and a teacher-training program which was established in 1972 and which provides both French- and English-speaking teachers.

136. As a result of the findings of the Kendall Committee, which studied the educational needs for children who are visually and/or hearing impaired, the four Atlantic Provinces have established an Atlantic Special Education Authority. This new Authority will provide programs and services for children and young people to 21 years of age who are afflicted with visual or hearing handicaps.

137. The agreement among the Ministers of Education in the Atlantic Region will provide for the coordination and rationalization of present programs offered by the Interprovincial School for the Deaf at Amherst and the School for the Blind at Halifax. In addition the Special Education Authority will establish new Resource Centres which will provide for diagnosis, special programs for children and vocational training. The first Resource Centre is expected to be built for the visually handicapped. This Centre will include a broad range of services; however, every effort will be made to ensure that handicapped children are educated as close to their home community as possible. With the Resource Centre as the apex in a service delivery system, it is anticipated that community based programs can be adequately maintained.

138. The needs of handicapped children such as the partially sighted, learning disabled, emotionally disturbed, and speech disordered are not adequately served in the Region at the present time. Speech correction and therapy programs are almost non-existent and, except for the Halifax-Dartmouth area, so are programs for the emotionally disturbed.

139. Each of the four Atlantic Provinces has some provision for teaching homebound or hospitalized children. Prince Edward Island and Newfoundland operate their tutoring programs on a provincial basis. The other two provinces operate theirs through individual school districts.

140. The bulk of the programs and services for the handicapped serve the age group five to twenty-one years. With the establishment of pre-school services, the lower age limit will be better served. Older pupils frequently

leave school prematurely because of a lack of programs for them. Boys in special education programs outnumber girls two to one. This is true at all age levels. No firm data are available on the socio-economic status of students enrolled in special education classes.

141. Although the Kendall Report recommended that responsibility for initial identification of the handicapped be placed with the school districts, this has not become universal policy in the Region. Early identification is a persistent problem, with assessment and diagnosis of handicapping conditions a difficult issue to resolve.

142. Training opportunities for teachers wishing to work with handicapped children have improved in the past five years; nevertheless, the Region still lacks a comprehensive plan for training teachers for children with special needs. Programs offered during summer sessions and sponsored by the Provincial Ministries of Education and the universities have provided training programs which have to a degree alleviated the total problem. A small number of teachers are trained in university programs at Acadia and Memorial Universities and Université de Moncton. While it cannot be denied that the cost of training specialist teachers is great because of the numbers involved, it nevertheless appears to diminish when compared with the individual needs of the handicapped pupils.

143. For certain specialist areas such as teacher education for the visually handicapped, speech handicapped, and emotionally disturbed, training opportunities within the Region are still inadequate.

144. Attitudes toward the handicapped are changing positively. School systems are becoming more active in the provision of programs for children with learning handicaps. Certainly, training opportunities for teachers are improving. The alternatives offered the handicapped are still too few, but there is improvement along these lines in some parts of the Region and the establishment of the Atlantic Special Education Authority is a major breakthrough in cooperative planning for the handicapped child.

9. Pupil Personnel Services

145. As society and education become more complex, pupil personnel services for the public schools become essential. It requires the combined expertise of parents, teachers, and pupil services personnel to help individual pupils know and understand themselves. Young people frequently require assistance in accommodating their living and learning to their aptitudes, talents, strengths, and weaknesses.

146. Guidance counsellors and school psychologists have special roles in the school systems of Atlantic Canada. The advice and services of social workers, public health workers, speech and hearing specialists, and attendance workers are important in the diagnosis and prevention of problems and in the application of correctional procedures.

147. Many of the services offered by these persons came into the public school systems of the Atlantic Provinces from other established services, whose valued assistance Ministries of Education acknowledge. Gradually

the Region is moving toward staffing within the public school system in order to provide much needed services to its pupils.

148. In the Atlantic Region until recently, practically all efforts toward the provision of pupil personnel services have been concentrated on the senior high schools. The current trend is to engage personnel to work with elementary school age pupils. Presently there is a general lack in numbers of pupil services specialists in the junior high schools and a need for a greater thrust at this level.

149. Guidance counsellors have usually been engaged in the Region on the bases of unit allotments, provincially established ratios, or teacher allotments within districts. More and more, local initiative is beginning to dictate the hiring of pupil services personnel and this trend seems likely to continue. Some school districts, however, because they are small, still are deprived of guidance and other related services. Their needs, though recognized, have sometimes had to give way to other established priorities. This is not difficult to understand since traditional values in the Atlantic Region did not include these services.

150. In some parts of the Atlantic Region, specialist services have been made available by placing personnel at a Regional Office of the Ministry to serve smaller districts and schools within the area.

151. Pilot projects in pupil personnel services in the North Shore area of New Brunswick might serve as models to other areas. Developed through a combination of local initiative and Federal and Provincial cooperation, the projects are administered by the Ministry of Education Office in Bathurst. Efforts during the past three years have resulted in the provision of guidance counsellors, psychologists, information officers, and speech and hearing specialists to schools which would not otherwise have their services.

152. Another cooperative project now in operation could eventually benefit other provinces having a French language minority. It has made possible the development of achievement tests for public school pupils and adult equivalency tests, both in the French language. Through the cooperation of Quebec and New Brunswick, a testing program is presently in operation in the latter province and in one school district in Prince Edward Island. At the time of writing, another province has shown interest, and the possibility of wider use of both the achievement test and the adult equivalency test seems likely.

153. As public schools give increasing attention to education to meet the needs of individuals, attach greater importance to personal development and attitudes, and assist youth to cope with social change, the need for expanded pupil personnel services becomes obvious. Any future comprehensive plan for education in the Region must make provision for providing sufficient numbers of specialists to meet the need.

10. Supporting Services

154. Transportation. As a result of the trend toward the consolidation and centralization of schools, increasing numbers of public school pupils

are being transported to and from schools in the Atlantic Region. Statistics gleaned from reports originating in the Provinces reveal that more than 3500 conveyances transport approximately 280,000 pupils each school day at an annual cost exceeding 22 million dollars.

155. In Newfoundland and Nova Scotia, local school boards are responsible for transportation services with the Provincial Government providing grants and subsidies. Each of the other two provinces has assumed total financial responsibility for the service. In Newfoundland most school buses are contracted, and in Nova Scotia most are owned and operated by the school boards, with the remainder being contracted.

156. Included in the cost of transportation for some provinces is the operation of buses for transporting pupils to and from social and cultural events which are associated with either the regular or extra-curricular programs of schools. Because the transportation systems in the Region as a whole have expanded rapidly, the opportunity has been limited to conduct a formal study of the impact of transportation on the lives of the public school pupils involved or to relate costs to the growth and quality of the total education program in the Region.

157. Building and Maintenance Services. Each of the four provinces of Atlantic Canada is committed to a program of school construction and each year builds a number of new buildings and renovates a number of existing schools. The financing of school construction has become the total responsibility of the Ministry of Education in each of the three provinces of Newfoundland, Prince Edward Island, and New Brunswick. In Nova Scotia, the municipality, town, or school board pays part of the cost with the Ministry sharing to a specified maximum ($30.00 per square foot). In Newfoundland and Nova Scotia, maintenance of school buildings is a local responsibility. For major repairs, the appropriate Ministry approves grants to its municipal councils. In Prince Edward Island, local school boards are responsible for all maintenance, major and minor. Local school districts are responsible for minor maintenance in New Brunswick while major repairs are carried out by the Ministry's Buildings Branch.

158. Evaluation Services. Pupil evaluation, teacher evaluation, and evaluation of the total school program have all received increased attention in the Atlantic Region in recent years as demands for accountability have increased.

159. With larger numbers of schools at all levels adopting the concept of continuous progress, pupil evaluation has for them become a continuous ongoing process. In many schools, however, there has been a continuation of the traditional formal examinations.

160. Three of the four Atlantic Provinces make use of some form of high school completion examinations administered by the Ministry or the schools themselves. In Prince Edward Island a high school leaving certificate is awarded by the Province on the recommendation of school authorities. Acceptance at universities depends upon several factors, including school records, recommendation of the school's administration and the submission of suitable references.

161. In New Brunswick, the high school leaving examination program was developed by the Ministry in cooperation with Educational Testing Services which score the tests. Newfoundland's departmental examinations, written at the end of the eleventh year, are administered by the Division of Instruction.

162. Provincial examinations were discontinued in Nova Scotia in 1973; graduation is based on local recommendation. Tests of High School Achievement, which are the responsibility of the Youth Education and Research Division, are administered for the purpose of providing local authorities with information upon which to base educational planning and policy.

163. There is little indication that teacher evaluation has changed very much in recent decades. In the Region as a whole there is great diversity. Teacher evaluation is the ultimate responsibility of Boards of School Trustees working through the chief executive officer of the Board who frequently delegates the responsibility to the principals of schools or to other supervisory personnel.

164. In New Brunswick, the Implementation Committee, with an assistant deputy minister as chairman, has developed through the efforts of a number of sub-committees criteria for evaluation of elementary, junior high, and senior high school programs. Teams of evaluators consisting of sub-committee members and other seconded individuals representative of school district staffs and the Ministry of Education cooperate in this project. They visit schools upon invitation for two or three day periods, observing classes in operation and, using established criteria, evaluate the school's total program and prepare a comprehensive evaluation report for the Implementation Committee. Consultations take place with the principal and staff before, during, and following each such visit and copies of the report are made available to the school and the appropriate school district personnel. The Implementation Committee through its sub-committees also plans follow-up visits to each evaluated school to provide the opportunity to discuss the report and to arrange assistance in implementing the recommendations included in it.

165. Other Services. Each of the provinces provides a number of other services to its public schools. These include Central and Regional Library Services, Audio-Visual Services, Radio and Television programs to supplement the schools' offerings, consultative services through central and regional offices, and correspondence courses either to supplement or complement public school offerings. Not all of these services are offered by every province.

166. Conclusion. All provinces have moved toward the assumption of full responsibility for funding education. All recognize the desirability of placing more authority and responsibility for school programs on principals and teachers in individual school communities with the support and involvement of students, parents, and citizens at large but within the context and guidelines of provincial policies and curricula.

167. Many of the current educational tasks are difficult for a generation of teachers and administrators educated in and for a different milieu, that of the graded school. Tasks such as assessing the achieved levels of competence of pupils, of providing precise objectives and the means to raise

pupils' levels of competence, and providing on-going and continuous evaluation are school level tasks. Strong central leadership, guidance and direction, however, are needed to support local initiative.

B. First and Second Languages

168. Variations in attitudes, needs and programs characterize the approach to the questions of first and second languages in Atlantic Canada. The ethnic composition of the population being what it is, English and French are essentially the major considerations, with other languages being included as course offerings in the schools of some areas.

169. The language of instruction in all the schools of Newfoundland but one is English, with that one being a French school in Labrador City; only one small district in Prince Edward Island offers first language instruction in French; two counties of Nova Scotia have facilities for instruction in the first language of francophones. New Brunswick, being officially a bilingual province, employs a different approach and provides first language instruction in French to approximately one-third of its school enrolment.

170. There are, however, some similar organizational approaches to first and second language instruction in all four provinces: the several ministries of education assume general responsibility for curriculum development, utilizing the specialized knowledge of personnel within the ministries, teachers' associations, universities and schools. In addition, there is a free exchange of ideas, methods and materials between schools and between districts.

171. External examinations, once the standard means of evaluating the effectiveness of language teaching, are being replaced by a more comprehensive approach which embraces tests devised by teachers, informal observation, peer-group evaluation, self-evaluation, formal examinations and standardized achievement tests. The evaluation process is a continuous operation and frequently the cumulative reports are added to a student's school record.

172. In-service education of language teachers has been the subject of much experimentation. In the past, regional and district superintendents, along with consultants from their own staff, the ministry and text-book publishing companies attempted to instruct teachers in new developments, approaches, texts and materials. With the advent of subject specialists, department heads, subject coordinators and supervisors with subject specialization, local units of school administration are assuming more responsibility for the proper in-service training of their employees. They supplement their own efforts by exposing teachers to model systems and by obtaining, when necessary, assistance from the ministry or universities.

173. So, while the percentage varies from province to province with respect to the numbers of students under first and second language instruction, the aims are generally quite similar; but only at the ministerial level is there any degree of cooperation and exchange of information.

1. English as the First Language

174. The English first language program aims to develop in each student the four major skills of active listening, good speech habits, correct and creative writing, and productive and enjoyable reading. Modern programs and classrooms are being designed with these aims in mind. Major changes in Language Arts were introduced at the turn of the decade and the new programs were integrated with the concepts of continuous progress and open area schools. As more teachers undergo in-service preparation for the new programs and methods, and as properly trained graduates emerge from teacher-training institutions, traditional approaches and programs are being phased out.

175. A Reading Readiness program is basic to all elementary language programs, with emphasis being placed on the needs of individual students. An attempt is then made to tailor materials, methods, programs and evaluation to each student. Such an approach, while applicable to students of all levels, receives more emphasis in the elementary schools.

176. Junior and senior high schools in the Atlantic region follow the lead of the elementary schools, extending options, reading lists and levels of courses to accommodate individual rates of development and interest.

177. Within the framework of the integrated, multi-media, multi-level approach to teaching language in the senior high schools, New Brunswick offers three types of courses: regular, enriched and general/occupational. The regular English courses are basic university preparation, with the enriched courses being designed for the most able students. The general/occupational offerings are intended for students who do not plan to enroll in post-secondary programs. Prince Edward Island offers university preparatory and general courses while developing guidelines for modified programs to answer the needs of vocational students. In Newfoundland students must elect courses within two basic high school completion programs, depending upon needs and plans. For example, university bound students must choose courses that satisfy university requirements. Nova Scotia pupils may select from a variety of courses, as dictated by their present and future requirements.

178. Resource centres, as a requirement for each school wishing to offer multi-level programs, are emerging as an integral component in new buildings or as additions to existing facilities. Such centres include a library, audio-visual aids and instructional materials to support the language programs and the other course offerings of the school.

2. French as the First Language

179. Only in Prince Edward Island's District Number Five is French the language of instruction. In this small District which has but one elementary and one secondary school, French textbooks for all subjects at the elementary level are not yet available but these pupils, who are of Acadian descent, do receive their instruction in French. The same applies at the secondary school although it is necessary to have even more English texts in use at that level.

180. Plans have been introduced for total immersion courses, with French as the language of instruction, to begin in two to five classes of first-year English-speaking pupils of Charlottetown in September of 1975. Some instruction is given in French at the schools of St. Louis in District Number One.

181. French is the language of instruction in some subjects of the first three years of the French school system in Nova Scotia, and French is a compulsory course for students of all levels. English begins to replace French as the language of instruction in the fourth year. More instruction in the mother tongue is being contemplated, especially in the Social Sciences.

182. New Brunswick offers a parallel program of instruction to both French and English-speaking students with all but English Language being taught in French to students of that extraction. An integrated multi-program approach to Language teaching, similar in objectives and structure to the English Language Arts program, is being implemented at all levels in the French schools of New Brunswick. Progress along these lines has been somewhat slower in Nova Scotia and Prince Edward Island.

3. Second Language Programs and Facilities

183. French is the principal second language taught in the schools of Atlantic Canada; only in New Brunswick is English taught as a second language program. In the French schools of Prince Edward Island and Nova Scotia, English Language programs designed for English-speaking students are used almost exclusively as second language courses.

184. Other than English and French, many schools of Nova Scotia offer Latin, and interest in German is increasing in that province. Spanish and Russian are also taught in some schools where teachers are available. University entrance seldom dictates the necessity of competency in a second language, and only in New Brunswick is there truly strong motivation to achieve facility in both official languages. In that province, French is mandatory for all English-speaking students enrolled from year three to year ten; conversely, English is a required subject for French-speaking students from year five to year ten. In the other Atlantic Provinces, French as a second language is compulsory to the extent that school boards must make such a program available to all English-speaking students whenever it is possible to provide it.

185. The objectives of both the French and English second language programs are similar throughout the region: understanding the cultural import, understanding reasonably well the spoken word, and a degree of facility in speaking. Reading and writing the second language, plus a deeper understanding of its structure, receive greater emphasis at the junior and senior high school levels.

186. A total immersion approach to teaching French as a second language has been introduced to several schools throughout the region, and it provides for partial or total instruction in French to English-speaking elementary students. This concept is being quite vigorously pursued in New Brunswick. Results are being carefully studied and while the entire approach must still

be regarded as experimental, consideration is being given to extending the opportunity upward to higher grade levels.

4. Influences Upon Language Programs

187. As with many other instructional programs, the lack of sufficient funds does hamper somewhat the efforts to provide truly effective and extensive language programs. Television sets, tape recorders, projectors, record players and properly equipped language laboratories exist in the more recently constructed comprehensive schools; depending upon available funds and local priorities, some or all of the appropriate electronic devices are supplied to other schools as well. Also, the aforementioned resource centres are becoming an essential feature of modern Language Arts programs.

188. Another factor in determining the effectiveness of language programs is the availability of competent staff. It is frequently necessary for teachers to be sent or to embark upon costly in-service training or university summer and extension courses. While the provinces presently allocate a significant amount of money to first and second language programs, the availability of federal government language grants, scholarships and bursaries is one of the most important factors contributing to the upgrading of second language instruction.

189. Attitudes, both positive and negative, have a direct bearing upon the effectiveness of current efforts, particularly with respect to second languages. Response by students is most encouraging in bilingual areas; in unilingual districts, the general tendency to support only one or the other of the two major languages serves to decrease student interest and enthusiasm. However, publicity accorded the dual cultural entity of Canada by both federal and provincial agencies has helped to alter attitudes and has encouraged tolerance and respect between the major language segments of Atlantic Canada's population. In Nova Scotia, Prince Edward Island and Newfoundland, earlier seeming indifference by the French population to their language and cultural heritages has given way in the past decade to an increasing awareness of the necessity of preserving them. Provincial governments are attempting to honor their wishes with the result that the general atmosphere has improved, more facilities are being made available and understanding between the two major ethnic groups has improved. All these bode well for the future, not only in the further development of good first and second-language programs, but also in the relations between the French and English people of Atlantic Canada.

C. Universities and Institutes of Technology

1. Historical Background

190. The Atlantic region has a population of two millions and thirteen degree-granting institutions. This proliferation stems from the diverse ethnic and religious backgrounds of the Atlantic peoples, fed by major immigrations of French, English, United Empire Loyalists, Scots, Irish and Germans. Most degree-granting institutions were established in the 19th century, before state intervention in higher education. The major exception

is Memorial University of Newfoundland. The Université de Moncton and the University of Prince Edward Island, founded by government in the 1960's are new universities with modern facilities and programs and which emerged from institutions of learning no longer in existence.

191. Originally, the institutions were self-supporting. They concentrated on a traditional liberal arts curriculum and until recently there was little graduate or professional work. Enrolments were small until the Atlantic took part, belatedly, in the great national expansion of the late 50's and the 1960's.

192. Other forms of post-secondary education have been slow to develop. Before 1964, there were only a handful of non-university institutions, including teachers' colleges. However, a number of non-university institutions have sprung up in each of the four provinces in concurrence with the realistic attitude that not all high school students must attend a university. In New Brunswick, technical and vocational education has been placed under the direction of the New Brunswick Community College and a large number of courses are in operation throughout the Province. In addition, there are two Institutes of Technology and three Trade Schools plus the Maritime Forest Ranger School, all of which help to satisfy the demand for something other than a university education.

193. Nova Scotia boasts an Agricultural College, a Technical College, and three Technical Institutes situated at Halifax, Sydney and Lawrencetown. In addition, the Province operates a fisheries school, and the Federal Department of Transport conducts a Coastguard School.

194. It was only after 1960 that technical education was fully developed in Prince Edward Island through cooperation with the federal authorities under the Technical and Vocational Training Act. In 1969, Holland College was established as a college of applied arts and technology and it now offers a number of non-degree technical programs.

195. In Newfoundland, young people have the option of attending the Newfoundland College of Trades and Technology at St. John's, operated in cooperation with the federal government under the technical and vocational training assistance program. Other options include the College of Fisheries, Navigation and Marine Engineering. Also indicative of the effort this Province is making in non-university education is the existence of sixteen district vocational schools.

2. Objectives

196. The traditional objectives were to provide a liberal arts education to young men and women in the Atlantic region. In practice this largely involved young men of the upper-middle and upper classes. The middle class formed a smaller percentage of the population in the Atlantic than in other Canadian regions; sons of lower class families usually went into fishing, forestry, mining and agriculture while daughters tended to marry early. There was some professional education, particularly in law, medicine and engineering; but the bulk of post-secondary university students followed an

arts or science course in an institution with an enrolment smaller than 2,000.

197. These objectives did not change appreciably during the review period but they were more explicitly stated and more democratically applied. In the 60's, the political, social and educational drive was to provide post-secondary education to anyone capable of benefiting. For Canada, there was a rapid increase in full-time post-secondary participation rates from 11.9% in 1963-64 to 18.3% in 1972-73.[9] Part-time participation rates increased from 3.1% to 5.3%. Female participation grew from 9.3% to 14.6% (full-time) and from 2.3% to about 8.9% (part-time).

198. There was a new accent on continuing education, for credit and for general interest, and an assumption that education should be open to all ages, not just the traditional 18-24 group. The latter, however, attracted the lion's share of attention and support by its weight of numbers.

199. The Atlantic post-secondary sector shared in these Canada-wide movements, but started from a lower base and fell further behind in comparative terms.[10] By any normal standards, however, the growth was phenomenal - despite an actual drop from the peak totals in 1971-72. Full-time enrolment almost doubled, from 20,600 to 41,100. Participation rates increased from 10.3% to 15.2% with women (from 8,620 to 13,000) accounting for the larger share of the increase. Part-time participation rates increased from 1.8% to 4.6%. The increase in enrolments in other forms of post-secondary education, from 4,730 to 6,410, was slower than a Canadian growth rate spurred elsewhere by the introduction of the community college and the Quebec CEGEP. Increased participation was helped by the fact that 53.5% of the Atlantic population is now located within daily commuting distance of a university or other institution. This percentage increased through the decade as the migration from rural to urban areas continued.

200. The socio-economic objectives were complicated by the phenomenon of out-migration, especially as it affected educated workers and their families. Studies by the Atlantic Provinces Economic Council and other groups underline the dilemma of spending money to educate students who then have increased mobility and are thus more likely to emigrate in search of better jobs and salaries. The heavy reliance of the Atlantic on primary industries in the past has meant few opportunities for trained intellectual workers and there are still many who think the Atlantic Region should only produce a limited percentage of citizens with post-secondary education. The Hon. Don Jamieson, Minister for the Federal Department of Regional Economic Expansion (DREE), expressed this view in a speech to the Acadia University convocation in 1973:

201.

> In seeking solutions to regional disparities I, and others, have concluded that of the total work force that will be needed in the Atlantic Provinces, not more than fifteen percent will require university training. I use the word "training" because I am referring to employment opportunities. For the moment I am setting aside the other related role of the university to raise the general level of knowledge of students, to add to their wisdom and help them to develop all the dimensions of their lives. I am making a distinction, often overlooked these days, between a standard of living and a way of life. We can therefore, achieve the former if about fifteen percent of our population are university graduates.

202. Against this, throughout the period, grants committees, politicians, business and professional groups have called for a general upgrading of the level of education to help the region diversify its employment and to expand into "brain" rather than "brawn" industries. The second report of the Economic Council of Canada in 1965 linked education closely to productivity and the Economic Council in most of its report has seen education as a way to help reduce the regional disparity between the Atlantic provinces and the rest of Canada.

3. Academic Objectives

203. The academic objectives of the decade were circumscribed by the year-to-year problem of immense enrolment increases. In addition to handling the more than doubled increase in full-time enrolment, the universities moved to far more diversified programs. This was partly in response to student demand, partly as a result of the commanding position which faculty obtained during the 60's. Professors were in short supply, so they were able to teach pretty much what they wanted. This led to the unplanned growth of many courses, some second-rate, rather than to a growth in first-class programs.

204. Though planning studies were made by institutions in general, university administrators were too busy to develop long-range academic plans and tended to be carried along by the impetus of growth and faculty preferences. With expansion, departments grew and assumed more power. They demanded the development of graduate work, although there was a general agreement that professional and Ph.D. programs should be restricted to Dalhousie and Memorial Universities and The University of New Brunswick. The increase in graduate work coincided in some respects with the growing demand for graduate researchers in the region but many qualified graduates left the region in search of well paid employment. Many students at this level were, in fact, foreign - some brought in under Canadian government auspices. The percentage of such, however, was only about half the Canadian average.

205. There were some special objectives for French-language education. The Université de Moncton was founded with the objective of coordinating the scattered resources of French-language post-secondary education into a viable system, in line with the recommendations of the Deutsch report on cooperation in Atlantic Canada. The only French-language institution in Nova Scotia (College Ste. Anne) was the object of a number of studies as politicians and academics sought a suitable role for the college.

206. Before 1964, the non-university sector comprised three teacher training colleges, three technical institutes and junior colleges in Sydney and francophone New Brunswick. The objectives of the teacher training institutes were simply to train and educate teachers; the agricultural college gave the first two years of a degree course for those wanting to proceed to degree level at colleges in Ontario and Quebec.

207. Technical education at the post-secondary level was virtually non-existent. But strong federal support for this type of education in the early 60's provided the stimulus needed and several new institutions were formed in the next five years. Despite this support, they were popularly regarded as second-class institutions for second-class students. The new Fisheries

College in St. John's, for example, was dubbed "Cod College". Public attitudes towards these new institutes changed slowly as the early graduates established a good reputation. Like the universities, these technical institutions expanded a traditional curriculum, while seeking innovations in approaches to programs and to teaching and learning.

4. Educational Structure

208. What was basically a private system of education in 1963 became increasingly a public-supported system as the enrolment increases proved too burdensome for the traditional sources of support. University grants commissions were formed in Nova Scotia and New Brunswick and their importance was greatly increased by the change in federal financing, effective 1967. A grants committee was formed in Prince Edward Island in 1969, leaving Newfoundland as the sole Atlantic province without a committee. The relations between universities and government in the Atlantic provinces changed gradually from direct contacts with the premiers (who traditionally had regarded universities as their special purlieu) to one of contact through the grants committees and ministers of education. In the Maritime provinces this trend was strengthened by the decision of the newly formed Council of Maritime Premiers to establish a grants committee for the provinces, a unique Canadian arrangement. It started operations in April 1974.

209. At the institutional level, the universities followed the Canadian trend to greater participation by faculty and students - in at least one respect, the appointment of a student to the board of St. Francis Xavier, the Atlantic region led this movement. There was also a significant change from religious to lay influence during the decade, both at the governing and at the teaching levels.

210. Technical education comes under the Ministry of Education in each of the four provinces. When Holland College was founded, it was placed under the aegis of the Prince Edward Island grants committee for operating and capital grants. Nova Scotia Agricultural College (NSAC) operates under the Ministry of Agriculture and this may have been a political stumbling block in the efforts of the Nova Scotia University Grants Committee to bring about an amalgamation of N.S.A.C. and the Nova Scotia Teachers' College into a Truro junior or community college.

211. The New Brunswick teachers' colleges, English and French, existed as separate institutions under the Department of Education until September 1973, when they were transferred to the University of New Brunswick and the Université de Moncton.

212. A major innovation at the end of the decade was the creation of New Brunswick community colleges. The Act, passed in 1973, established a single college structure as an umbrella for different kinds of institutions within the province.

5. Planning of Educational Development and Innovation

213. A number of studies of major importance influenced planning during

the decade. The one with the greatest impact, was the Deutsch Commission which reported in 1962 on the future of post-secondary education in New Brunswick. Its major recommendations were followed; i.e.: (a) establishment of the Université de Moncton; (b) transfer of St. Thomas University from Chatham to the campus of the University of New Brunswick in Fredericton; (c) establishment of a two-year degree program at a new University of New Brunswick campus in Saint John; (d) the limiting of the university system to four institutions. The commission's recommendations also led to the establishment of the New Brunswick Higher Education Commission.

214. Several reports in Prince Edward Island had discussed the possibilities of closer cooperation between, or amalgamation of, St. Dunstan's University and Prince of Wales College. With the declaration of the government that it could no longer fund both institutions, the proposed amalgamation was agreed upon and the new University of Prince Edward Island was established in 1969. At the same time it created Holland College.

215. There was no major study of the whole educational system in Nova Scotia until the Graham Royal Commission was appointed in 1971 to study municipal government and education. The major recommendations will, if implemented, affect post-secondary education concerning teacher training, post-secondary financing and the establishment of a division of universities and colleges. Nova Scotia had earlier established the Atlantic Institute of Education which the other three provinces do not yet support. The Institute was charged with promoting improvements in teaching and with encouraging cooperation between institutions. New Brunswick based its own planning for teacher education on the Duffie Report, which recommended the transferring of teacher training to the universities. Newfoundland, with a single university, did not establish formal planning mechanisms but Memorial, perhaps more than any other in Canada, followed a deliberate policy of adapting its programs to provincial needs. As part of this movement, it emphasized extension programs for Newfoundlanders in remote parts of the Island and in Labrador. It established a junior division program to help overcome the differences between student attainments due to different levels of education in the province's high schools. And it established its own engineering and medical schools to meet the special needs of the province.

216. Lastly, several Atlantic institutions produced internal planning studies, including a mammoth effort by the Université de Moncton which resulted in the construction of a completely new university for French-speaking students.

6. Financing

217. Financing of Atlantic universities was basically independent of government until the 1960's through: student fees which were and still are the highest in Canada (except for Memorial University); private donations; endowments; and church revenues. These revenues proved insufficient to support the great rise in enrolment. The increase in student fees, both individually and as a result of the total increase in enrolments, did not come close to covering the increased costs of expanding programs and hiring new faculty.

218. There was a rapid improvement in faculty salaries across Canada in the 60's, with faculty in short supply and high demand. Many professors had to be attracted from the United States or overseas and few wanted to work

in the small Atlantic institutions. The rise in faculty salaries was exacerbated by the fact that a high percentage of Atlantic professors in the 50's were religious personnel who had contributed services for nominal salaries. There was a decrease in the total number of clerics during the review period and they are now very few.

219. The stock of university buildings was small and, in most cases, dated. To meet the great enrolment increase and the demands for a variety of physical plants, large construction programs were essential. Student housing was woefully inadequate throughout the region.

220. Demands for operating and capital support fell heavily on provincial governments hamstrung by economies that were far from wealthy and dependent upon a narrow tax base. Increases in direct federal contributions to universities, from 50¢ per capita of provincial population in 1957 to $2 per head by 1962-63, had helped fund the early expansion but the $2 figure remained constant until 1966-67. The result of the Bladen Commission report was an increase from $2 to $5 per capita of provincial population and an additional amount in recognition of the large proportion of out-of-province students attending Nova Scotian and New Brunswick institutions. This new arrangement was short-lived, being replaced in 1967 by a scheme under which provinces chose to receive 50% of operating costs or a grant of $15 per capita of provincial population. (This latter figure would increase using an index of general Canadian increase in post-secondary spending.) Eligible operating expenditures included those for Grade XII, the final year of Senior High School. Significantly, Newfoundland, Prince Edward Island and New Brunswick chose the per capita option, the only ones of the ten provinces to do so. Nova Scotia opted for the equivalent of 50%.

221. Despite those arrangements, the Atlantic provinces were unable to match the increases in spending of the other provinces (see Appendix). There was an actual decrease in "provincial" spending by Nova Scotia and Newfoundland in the first year of the arrangement and the federal grant is still the equivalent of more than 50% of operating costs of universities in all four provinces.

222. Thus, the universities increased rapidly in size and physical well-being - the new buildings making a strong contrast to the depressed look of some Atlantic communities in the mid-60's - but were relatively poor compared to the Canadian university community as a whole.

223. Financing of the non-university sector varies according to the institution concerned. Federal support of vocational and technical training* increased steadily during the 60's with strong capital support at the start and a new operating support plan from 1967. The new federal grants cover approximately 50% of the costs of all students in courses which require satisfactory completion of high school. Many other students were covered by manpower training agreements, with the federal government buying services from the institutions. The level of support under these general retraining programs increased appreciably during the late 60's and early 70's as the importance of tackling unemployment through improved training became recognized. The combination of post-secondary and trades training in technical institutes helped them become financially viable.

* This study covers only post-secondary programs in those institutions.

224. Inter-provincial grants are made in respect of professional training to Dalhousie and the Nova Scotia Technical College. Newfoundland was party to these grants until Memorial opened its own medical and engineering schools in the late 60's. Nova Scotia makes grants to Mount Allison University, a New Brunswick institution serving a large number of Nova Scotia students.

7. Cooperative Educational Policy

225. The grants committees established in the latter half of the 60's have been the key public instruments for cooperative policies, although in their early years they showed a very strong respect for institutional autonomy and nudged institutions towards cooperative arrangements rather than trying to impose them through a plan.

226. The New Brunswick commission operated more strongly than the others and had the advantage of a system in which four major elements neatly balanced: the University of New Brunswick (U.N.B.) which offered graduate work in several areas; St. Thomas which moved from Chatham to the U.N.B. campus in 1964 to combine the advantages of a liberal arts college with the library and the resources of a major university; Mount Allison, situated on the New Brunswick/Nova Scotia border and offering a liberal arts education to students drawn in almost equal portions from the two provinces; and the newly founded Université de Moncton, with affiliates in Bathurst, Shippegan and Edmundston, offering higher education to the French-speaking population.

227. The Nova Scotia grants committee faced a more difficult problem when it was established in 1963 - the first in Canada. There were nine degree-granting institutions in Nova Scotia - including five in the city of Halifax. This number increased with the establishment of the Atlantic Institute of Education in 1969. Then the Nova Scotia College of Art granted its first degrees in 1970, although this addition was balanced by the incorporation of the Maritime School of Social Work within Dalhousie University. In 1972, another degree-granting institution was established - the Atlantic School of Theology, although this institution did group several small religious-affiliated institutions.

228. These institutions were competitive, although each basically drew from its local area and from "Upper Canada" and the United States. The out-of-province percentage fell dramatically with the growth in provincial participation rates during the 60's, but there were enough new Nova Scotia students to go round. This situation changed with the enrolment plateau in the early 70's, which led to increased competition for students. Underlying the Nova Scotia situation there was, too, a distrust going back to the religious antagonisms of the 19th century. A new suspicion dated to the Carnegie Foundation's efforts of the 1920's, to "bribe" the institutions to concentrate in Halifax. Suspicion of centralizing tendencies increased during the 60's with the rapid growth of Dalhousie.

229. Newfoundland, with a single university has no problems of coordination within the province. In 1972 Memorial approved the principle of setting up new campuses in three other cities. The province benefited from agreements with Dalhousie and the Nova Scotia Technical College, in the fields of

medicine and engineering, until Memorial was able to open its own schools. Voluntary cooperation between institutions has taken two forms. There have been a number of mergers (voluntary or with government/grants committee prodding). These have seen the incorporation or affiliation of a number of small denominational colleges with larger institutions. The New Brunswick French-language colleges offer the most dramatic example. In addition, a great number of formal and informal agreements were concluded during the ten years. A number of formal agreements during the late 60's and early 70's brought some of the independent Halifax institutions into close relationship with Dalhousie and with each other. A major development here was the proposal to incorporate the Nova Scotia Technical College into Dalhousie University to be effective in 1974.

230. Almost all degree-granting institutions are members of the Association of Atlantic Universities (AAU), which was formed in 1964, based on an earlier informal grouping of church-related institutions. This association has probably had a strong though not obvious effect, in that the quarterly meetings of the executive council of presidents help curb institutional ambitions. These meetings have also served to create improving habits of cooperation.

231. The AAU's visible achievements are few. It has generally avoided regional planning or taking stands on academic/political issues, although it has made several appeals to provincial and federal governments for increases in the low level of support. One result of AAU work (through the Maritime Union Study) was the establishment of the Maritime Grants Committee. The Maritime Premiers seized upon this recommendation, in 1971, as the first joint project of the Council of Maritime Premiers.

232. Another aspect of cooperation has been the steadily growing importance of a number of Atlantic University sub-groups. These now number more than a dozen, some linked strongly to the AAU, others only loosely connected. The former include the Academic Vice-Presidents' Committee, which has advised AAU on new programs since it was formed in 1971, and the Association of Atlantic University Business Officers. One Atlantic group active in regional cooperation is the Atlantic Provinces Inter-University Committee on the Sciences (APICS). This group includes scientists from universities, government laboratories and industry. It has approximately a dozen sub-committees, mostly in the physical sciences, which meet usually twice a year to consider developments in the individual disciplines. Formed in 1961, it became associated with the AAU in 1966 and since 1967 has maintained a small secretariat alongside AAU. Operating and scholarship support comes from provincial governments and from AAU.

233. Projects of APICS include a successful summer research program, under which students work at other universities in the region; some twenty scholarships are offered annually.

234. The post-secondary sector in the Atlantic provinces is poor sister to the other regions - just as the Atlantic region is poor sister in socio-economic terms. Spending on post-secondary education is lower on a per capita basis and this situation has worsened, since the 1967 change in financing. Participation rates are lower; salaries for professors are lower;

the range of offerings particularly at the graduate level is more limited; fees are higher; faculty is younger and less qualified; libraries are less well stocked; research grants are lower; and there is less alternative post-secondary education. The Atlantic was the last region to participate in community college development.

235. Student enrolment from outside the region was a major factor until the early 60's but as the home-based enrolment grew rapidly the percentage of out-of-province students decreased. The growth of university and non-university institutions in the other parts of Canada and in the United States reduced applicants.

236. Interprovincial movement between the three Maritime provinces continues strong, although here again the overall increase in numbers has made this movement less important in percentage terms. Newfoundland continues to attract almost all its students from the Island.

8. Changing Admission Requirements

237. Admission requirements have become more stringent in one respect, i.e., the move to Grade XII (age 18) admission for an increasing number of programs, especially in the sciences. The general trend, however, was to a more open admissions policy. Departmental high school examinations received less emphasis during the decade. Recommendations from high schools assumed a steadily greater importance and other forms of testing, such as that provided by the Service for Admission to College and University, were introduced.

238. The major change, in common with the rest of Canada, was in admission of mature students. Part-time degrees were a rarity at the beginning of the decade, but were common by the end. Residency requirements were eased or abolished in the early 70's. The plateau in enrolments in the early 70's increased the willingness of the universities to take a chance with students who might have been rejected in the years of heavy demand during the 60's.

239. Summer school offerings increased steadily and the inter-session (a second summer period) came into being in the 70's.

240. Memorial introduced the trimester system and the cooperative system (a combination of study and work semesters) in engineering and some other disciplines.

241. Extension departments, offering both credit and non-credit courses, grew to occupy an important position in the universities' offerings. Memorial, with the whole of Newfoundland and Labrador to cover, made prodigious strides and established an international reputation. U.N.B. has made strong efforts to reach the scattered Anglophone population in the north of the province. The net effect of these changes was to bring university education within the reach of a much larger segment of the population - and a somewhat different segment. For example, teachers traditionally made up almost 100% of summer school enrolment but this proportion is falling steadily. One of the results was a steady increase in the number of older students returning to university or coming to university for the first time.

9. Research

242. Atlantic universities do less research than their counterparts, although this situation is changing slowly, with the increase in masters and doctoral programs. One advantage the region has is in the large number of federal laboratories, which is a probable reason for the 10% share of the national grants to physical sciences. Against this, there is virtually no industrial research in the region and Atlantic professors do not have the opportunities available to their counterparts in Ontario, to work with industry and business. There are very few private foundations in the region to encourage local research. And the traditional concentration on a liberal arts curriculum at the undergraduate level has made it difficult to attract outstanding researchers.

243. The regional importance of research is increasing, however. Academics have played a major role in the work of the Atlantic Provinces Economic Council. Others have been used increasingly by government for research into education at all levels and in wider fields; e.g., the just-completed Graham Royal Commission on Education, Public Services and Provincial-Municipal Relations in Nova Scotia.

244. The Life Sciences at Dalhousie attract an increasing number of grants. The growing volume of research at the University of New Brunswick led to the establishment of a research office. Memorial links its research closely, although not exclusively, to the needs and interests of Newfoundland in such areas as iceberg research and the study of maritime history. The Université de Moncton profited early in the 1970's by a new National Research Council approach to subsidizing French-language and small institutions. Moncton has a full-time office of research coordination. The technical institutes have done little research, although they do work with local industry on specific problems and are branching into such areas as pollution measurement.

10. The Role of Post-Secondary Institutions in Atlantic Communities

245. The role of post-secondary institutions in Atlantic communities is relatively more important than the role of similar institutions in most other provinces. The university tends to be dominant in the community, even when measured purely in terms of numbers of students, professors and support staff. It is frequently one of the largest employers in the community - in the debate about the future of St. Francis Xavier University the institution was referred to as the "steel plant of Antigonish". Faculty and administrators earn much higher salaries than the average Maritime worker. The universities dominate intellectually and there are very few competing centres of "brain power" in the form of national head offices. The university is one of the major sources of new ideas, political, social and economic, as well as academic.

11. The Economic Impact, Including Salaries and Federal Capital, Research and Operating Grants

246. The economic impact of the institution includes the injection into the area of federal grants, since approximately half of the operating costs are covered by federal transfers. The institution is also a major injector of provincial grants, particularly for capital construction. Against this, of course, post-secondary education is responsible for an appreciable part of the national, provincial and local tax bills.

247. The social impact of the university is not always welcome. The student disturbances of the late 60's, although not as strong as elsewhere in Canada (and certainly not nearly as strong as in some other countries) still left an unfavourable impression. Students may still accord college and university professors the traditional respect for learning, but the professors themselves remain largely unknown to the public and are subject to misrepresentation and speculation as to their role and contribution within education. Meanwhile, the demands of the universities for a steadily larger percentage of the tax dollar have made them increasingly unpopular.

248. The impact of a more highly educated population on the economy is difficult to measure. Certainly the region grew greatly in material prosperity during the 60's and even made some slight percentage gains related to the Canadian average per capita income. Studies by the Atlantic Provinces Economic Council (APEC) and other groups have emphasized the claim of the Economic Council that investment in higher education pays off in Gross Provincial Product but the same groups claim the region has all the post-secondary education it can afford.

12. Post-Secondary Institutions as Catalysts for Change

249. The Atlantic region changed immensely during the review period, particularly in terms of material prosperity. Per capita income increased from $1,840 in 1963 to $3,750 in 1972.

250. The universities and technical institutes played a direct role in this material change, as employers of well-paid manpower and as purchasers of local services and materials. The indirect contribution is more difficult to measure but several examples can be cited. In the management field, the universities responded to the demands of APEC for middle-level and senior management to help modernize Atlantic industry. As the region moved away from its heavy reliance on fishing, farming, forestry and mining into a more sophisticated pattern of manufacturing and services, the demand for university graduates increased. Study after study by the Economic Council, the Atlantic Development Board, APEC and other groups pointed to the great need for highly trained manpower if the region were ever to break the cycle of poverty and forced migration.

251. The universities also acted as social catalysts, as they expanded their enrolments to take in a much wider segment of the population. The percentage of working-class students in universities is still small but the chances of such a student getting a university degree are much greater than they were ten years ago. The demand was there, too, throughout the 60's. The change has been especially pronounced in the attitudes towards higher

education for women, exemplified in the growth of Mount Saint Vincent University in Halifax.

252. The middle class has probably benefited most in terms of increased numbers. This is an important change in a region which has a proportionately smaller middle class than the Canadian average - a fact which may have contributed to the region's relatively slow economic development.

253. The great drive for university education during the 60's probably hurt the technical institutes. The latter were newcomers to a stage which had been dominated by the universities for a hundred years and they were looked down upon as last-chance institutions for those not good enough to get into university. This attitude pervaded the Atlantic population, possibly to the detriment of economic growth. Given the state of development of Atlantic industries, a supply of well-trained technicians was perhaps more important than a supply of professionals and managers.

254. The working-class and middle-class students have been helped by a great increase in student aid during the period. The Canada Student Loan Plan (CSL) was introduced in July 1964 and has been supplemented by provincial bursaries and scholarships. The maximum annual CSL award is now $1400, with the student's maximum cumulation of loans at $9800. Tuition has almost tripled since 1964, to approximately $700, and the Maritime provinces have the highest student fees in the country. Room and board costs are over $1,000 for two semesters.

255. The rise in student aid has its disadvantages: the sheer amount of money which can be borrowed is a strong psychological obstacle for many families. Newfoundland began to pay students to attend university in the late 60's, but found itself compelled to introduce a strict means test which virtually wiped out the program.

13. Projection of Trends

256. The expectation is that the upward trend in enrolment will be resumed, at least until the 1980's when the demographic effects of the falling birth rate may be stronger than any increase in participation rate.

257. Planning of the post-secondary sector will have to take account of these demographic changes if the universities are to avoid the "boom and bust" cycles which have characterized the post-war period. Pressures on university budgets are likely to increase, partly because of inflation, partly because of continued competition with other Canadian universities for top-quality faculty. The number of young faculty now seeking jobs should help restrain salary settlements; against this is the increasing seniority of existing faculty and the uncertain effects of the growing move towards faculty unionization.

258. Whatever governments' financial reservations about universities, the demands on post-secondary institutions by government and society will increase. In part these demands are likely to be met by the growth of alternative forms of post-secondary education, particularly in New Brunswick with its new provincial community college. In addition to academic demands from an

increasingly leisured society, there will be the demand for research linked to industrial and social development of Canada's poorest region.

259. Fluctuations in enrolment and the surge of inflation in the early 70's have rendered most cost projections useless. What can be expected is an increase in post-secondary spending at slightly above the inflation rate, to take account of increased student participation.

260. Demands for public control of universities' spending and expansion will probably lead to an increasingly strong role for the Maritime Grants Commission or, if it fails, for direct control through government departments of post-secondary education.

261. After a decade of furious growth, ending in a sudden slow-down, the prospects are for a more cautious expansion into the 80's.

D. Teacher Education

262. The educational complexities of Canada referred to in parts of this report extend to teacher education in the Atlantic Region. In this, the smallest region of Canada with a population slightly more than two million people, there are at least fourteen institutions providing some aspect of teacher education. These institutions possess varying degrees of autonomy in curriculum and in the selection of students. Each province is autonomous in regard to licensing and certification policies.

263. In each province there is an advisory committee to government for teacher education usually representative of government, teachers, universities, and school boards. Their status and function vary from province to province.

1. Teachers' Colleges

264. In Nova Scotia, teacher candidates may receive training at the Nova Scotia Teachers' College in Truro or at one of six cooperating universities. Students desirous of teaching at the junior or senior high school level may receive special training in some subject areas. Certificates are granted by the Province.

265. In 1973, by agreement with the University of New Brunswick and the Université de Moncton, the Province of New Brunswick transferred to these institutions all responsibility for teacher training formerly conducted at Teachers' College, Fredericton, and l'Ecole Normale at Moncton. Thus, teacher training in this Province is now completely university-based.

266. Prince of Wales College and, later, St. Dunstan's University were the teacher training institutions in Prince Edward Island for many years. With the establishment of the University of Prince Edward Island in 1969, responsibility for the education of teachers was placed with this new institution, while the issuance of teaching licenses remains a duty of the Minister of Education. Newfoundland's Normal School, opened in 1921 to provide training for teachers of all denominations, gave way to the teacher training department of Memorial University College when the latter was established in 1934. Today, Memorial University is the only teacher training institution in Newfoundland.

267. Teachers' Colleges served the provinces well in their time. It has taken many years, however, to implement the changes suggested much earlier when teachers' colleges and universities lived in two separate worlds.

268. Now, except for the Nova Scotia Teachers' College, the change to the universities is almost complete; however, a comprehensive plan which would coordinate teacher education within the Atlantic Region and eliminate the dissipation of resources caused by a proliferation of institutions and programs is still lacking.

2. University Teacher Education Programs

269. Organizationally, the programs offered by the fourteen teacher training institutions of Atlantic Canada fall into three categories: undergraduate degree programs, or the equivalent; one-year post-baccalaureate degree programs; and post-graduate degree programs. There is a considerable amount of diversity in the course offerings at all levels.

270. New Brunswick. Four universities in New Brunswick provide teacher education. Three are English-speaking: the University of New Brunswick and Saint Thomas University which share the same campus, and Mount Allison University. The Université de Moncton is unilingually French-speaking and serves the French-speaking population of New Brunswick and, to some extent, the French-speaking populations of Nova Scotia and Prince Edward Island.

271. The University of New Brunswick and the Université de Moncton are the two official teacher education institutions in the province. Both offer comprehensive programs including a four-year undergraduate degree, the courses for which are similar, a one year post-degree program and graduate work to the level of the Master's degree. Both Mount Allison and St. Thomas offer one year post-degree programs. St. Thomas offers both a Bachelor of Education degree and a Bachelor of Teaching degree. Mount Allison offers the Bachelor of Education degree only and has two unique features; it draws its students from all parts of Atlantic Canada and beyond, and it has made staff appointments in subject field methodology jointly with the local public school system.

272. The four New Brunswick institutions providing teacher training had a total enrolment of more than eight hundred students during the 1973-74 academic year.

273. Though not a university, the New Brunswick Institute of Technology had, prior to June 30, 1973, considerable involvement in teacher education both within and beyond New Brunswick. In addition to training all industrial and business education teachers for New Brunswick's secondary schools, it also served, through an extensive summer program in vocational teacher education, all four Atlantic provinces.

274. Nova Scotia offers the greatest diversity in teacher education. Six institutions (seven, including Mount Allison) in addition to some specialist institutions prepare its teachers. A total of 1352 prospective teachers, excluding graduate students, were enrolled in this province's teacher training establishments in 1973-74.

275. Dalhousie, Mount St. Vincent, St. Francis Xavier and Acadia Universities offer undergraduate diploma and degree programs for elementary and secondary school levels, one year post-degree programs, and graduate work. St. Mary's concentrates on the preparation of secondary teachers and Nova Scotia Teachers' College on the preparation of elementary and junior high school teachers.

276. Among other institutions preparing specialist teachers in Nova Scotia are the Nova Scotia College of Art and Design, the Interprovincial School for the Deaf at Amherst (sponsored jointly with New Brunswick and serving all four Atlantic provinces), Collège Ste-Anne which trains teachers of the French language, and the Atlantic Institute of Education, serving the Region through its Open Access Study Plan for qualified individuals wishing to undertake study for the M.Ed. or Ph.D. degree, and through its in-service and professional development work.

277. Nova Scotia has a dual program of educational advancement for teachers. Some follow the degree route through universities which also leads to certification. Others follow courses at the Nova Scotia Summer School established and supported by the provincial Ministry of Education. This Summer School has served the province well in meeting the educational and professional needs of teachers and in relation to the purposes for which it was established in 1927:

- meet requirements for making interim certificates permanent
- prepare teachers for higher levels of certificates
- reflect, enrich, and increase professional preparation for specific school responsibilities.[11]

278. Credit for a limited number of courses offered through the Nova Scotia Summer School is gradually being accorded by the universities; however, these courses are recognized by the Ministry for certification purposes.

279. Prince Edward Island. Since 1969 the University of Prince Edward Island has been the institution in the Province responsible for teacher education. It offers a four-year undergraduate program and a one-year post-degree program. It is unique among Atlantic universities in that its act of incorporation prohibits it from offering graduate studies. The education enrolment at U.P.E.I. for 1973/74 was 177, according to information provided by the province's Commission on Post-Secondary Education. The Faculty of Education is small, listing only six full-time staff members in the 1974/75 University Calendar. The Island's vocational teacher education has been provided at the summer program of the New Brunswick Institute of Technology and more recently for small numbers at the University of Alberta. Holland College has offered on a pilot basis programs for classroom assistants and kindergarten teachers.

280. To complement the services in teacher education being offered at the University, the Ministry initiated the Block Program in two centres, Charlottetown and Summerside. Perhaps more the nature of in-service education, its purpose has been to upgrade teacher qualifications and expertise. Subject areas include reading, language arts, and mathematics. Approximately twenty-five percent of the Province's teachers have participated in the program.

281. Newfoundland. As in Prince Edward Island, teacher education in the province of Newfoundland is provided by a single institution, Memorial University in St. John's. It is well staffed by a group of highly qualified personnel. Memorial is the senior university in the Atlantic Region in terms of service to teacher education which it has provided since 1934.

282. Memorial is offering a Bachelor of Vocational Education degree program as of the 1974 summer session. Within two years Newfoundland will have no more student teachers attending the New Brunswick Institute of Technology. The enrolment for 1973/74 in the education faculty at Memorial University was 1828; this covers all programs.

283. Memorial University for many years has offered a vigorous and varied summer program for teachers to help them upgrade their academic qualifications and certification and to meet their degree requirements. Newfoundland recently laid the groundwork for restructuring its teacher education system[12] by recommending a new approach to recruitment, screening, and evaluation of candidates applying for entrance to its programs. The outcome promises to meet existing and emerging professional needs in that Province.

284. Within the Region, the teacher education programs show considerable differences in the length and nature of the practicums and internship. The trend is toward a practicum in each of the first two or three years with an internship in the final year involving direct teaching responsibilities. The total aim of the practical program is to make the transition to the actual classroom situation smooth and positive.

3. Admissions and Standards

285. The admission requirements and related standards for teacher education in the four Atlantic provinces are similar. Universities determine their own admission standards; however, these must meet the approval of the appropriate Minister of Education through the licensing process. Differences in admission requirements are largely attributable to the varying length of the public school program in the provinces.

286. In New Brunswick, Prince Edward Island, and Newfoundland, high school completion (Grade XII in New Brunswick and Prince Edward Island, XI in Newfoundland), with an average of at least 60% and no mark below 50% in certain specified subjects is required for entrance to the basic teacher education program. This applies to students seeking entrance to University of New Brunswick, Université de Moncton, University of Prince Edward Island and Memorial University. In Newfoundland there are also denominational requirements which must be met. Certain other requirements apply in all provinces; examples include recommendation from the student's high school, general suitability for teaching, and competence in the mother tongue.

287. For the four-year program in vocational teacher education at the University of New Brunswick, presently the only such program in the Region for English-speaking beginning teacher candidates, students may enter directly from high school, having met entrance requirements, or they may be admitted from industry and business.

288. In the latter group, a candidate may be given advance credit equivalent to university standing up to almost two years if the following criteria are met:

1. occupational training as verified by one of:
    - (a) a certificate of qualification as a journeyman for a designated trade;
    - (b) a certificate or diploma from a Technical or Business School or College;
2. at least five years of work in the occupational area in which the training was received.

289. Admission to Nova Scotia Teachers' College requires a Nova Scotia Grade XII University Preparatory High School Pass Certificate or its equivalent with an average of 60% in English, history and three other subjects. Since Nova Scotia Grade XII has traditionally been regarded as senior matriculation, the equivalent of first year university, only three years are necessary to complete the basic teacher education program at the Nova Scotia Teachers' College.

290. Although the Universities prepare teachers and apply their own admission standards, the Ministers of Education are responsible for setting the requirements for licensing and certification to practise the profession.

4. Degrees, Licensing and Certification

291. The variety of degrees offered by the fourteen institutions providing teacher education include: an indigenous New Brunswick Bachelor of Teaching degree which will be phased out by 1980; an undergraduate Bachelor's degree in Education in the following areas: business, elementary education, home economics, industrial arts and vocational education, secondary education.

292. Also, teacher candidates may obtain the following degrees: a one-year post-degree Bachelor of Education, Bachelor of Arts in Education, Master of Education, Master of Arts in Education, and Doctor of Philosophy in Education.

293. In addition to those degrees, it is possible also to earn in New Brunswick a Post Graduate Diploma in Education at the University of New Brunswick.

294. At the Nova Scotia Teachers' College, all programs lead to the A.Ed. diploma (Associate in Education of the Nova Scotia Teachers' College). The latter is available in the areas of General Education (early childhood, intermediate, junior high), Physical Education, Home Economics Education, Music Education and a Bilingual program.

295. A salient example of the manner in which each of the Atlantic Provinces exercises its individuality and independence with respect to education may be found in the processes by which teachers are authorized to work in the public school systems. The Provinces display a variety of approaches to the

awarding of licences, certificates or permits, and only tentative efforts have been made thus far to establish a semblance of uniformity to the process.

296. The New Brunswick Ministry of Education issues a basic Teacher's Licence plus six levels of Certificate, each equivalent to one year of teacher education. Nova Scotia Awards no Licence, but the Minister, on the recommendation of the Advisory Board on Teacher Certification, grants Interim Certificates, valid for two years, which may become permanent. This Province also issues two classes of Permits and a number of Specialist Certificates.

297. Prince Edward Island's Ministry of Education issues all six categories of Teachers' Licences, each requiring one year of teacher education. The Interim Certificate may be made permanent after two years of successful teaching. Newfoundland awards a Certificate, interim only for the first two years, plus Specialist Certificates. In this Province, the Teachers' Certification Committee is responsible for the certification of teachers, while in New Brunswick and Prince Edward Island, the Minister approves the issuance of licences and certificates on recommendation from an advisory committee.

298. There is some degree of similarity of policy and organization concerning the licencing and certification of teachers in the four provinces. This similarity has evolved; it has not been deliberately planned.

299. New Brunswick and Prince Edward Island now require beginning teachers to possess at least one degree. Nova Scotia's minimum requirement is a diploma as an Associate in Education from the Nova Scotia Teachers' College. Newfoundland requires a minimum of two years preparation to teach. These basic requirements represent an improvement in a Region where only a few years ago one year of preparation was the minimum. Present minimums will doubtless change as conditions allow.

300. The numbering and ordering of certification levels in the four provinces and the educational requirements for the various levels differ from province to province. This condition causes problems for teachers moving from one province to another during their initial teacher education preparation and for practising teachers as well. The appropriate bodies must carefully review each candidate or teacher's transcripts and qualifications individually in awarding a licence and certificate to persons educated in a program in another province.

301. Registrars of teacher licencing in the four provinces meet at least once each year for purposes of communication, study of pertinent legislation and comparison of the processes of licencing and certification.

5. Continuing Teacher Education

302. The orientation for continuing education for teachers is changing. Moving away from emphasis upon summer school and extension courses, once essential to upgrade teachers' qualifications, the orientation now is toward short term intensive programs based somewhat on the industrial model and organized to meet professional rather than degree or certification needs.

303. Since there is still a need for teacher education courses for persons interested in increasing their degree credits and improving their certification, this facet of continuing education will be referred to briefly.

304. A variety of formal up-grading courses is offered in all provinces through university and provincial summer schools, extension courses, and intersession programs between mid-May and the end of June.

305. The larger institutions offer in these three ways a wide range of academic and professional courses, most of which are considered for both degree and certification credit. Some of the smaller universities offer fewer courses but, in some cases, concentrate on special areas such as second language teaching and vocational education. The block program approach is common. St. Francis Xavier offers an annual institute on continuous progress and the non-graded school.

306. The Nova Scotia Ministry of Education has made herculean efforts to enable the Province's teachers to improve themselves educationally and professionally through its Summer School. Unfortunately, there is no reciprocity between the Summer School and the universities which for the most part continue to refuse to grant degree credit for its courses. Prince Edward Island has a similar though smaller problem in that the only credit from its summer school accepted by University of Prince Edward Island is twelve semester hours out of 138 required for a Bachelor of Education degree.

307. A variety of informal professional development activity is going on constantly in all provinces. Many agencies are involved - departments, teachers' federations, universities, school regions, districts, and schools. Lack of adequate coordination frequently results in considerable duplication of effort.

308. Nova Scotia has developed a design for an integrated system of in-service education.[13] Essentially it is an educational support system, commonly known as TEPDS (Total Educational Program Development System) and based upon a remote-access information inventory. The mechanism designed to achieve the remote-access is a Teaching Resource Clearing House (TRCH). This promising project is being closely watched by other provinces.

309. A Newfoundland and Labrador committee has just published a report on the continuing education of teachers.[14] The result of a study of ways to improve in-service education, the report recommends the establishment of a provincial organization concerned exclusively with the improvement of teacher competence.

310. With teacher certification considerably improved, comprehensive plans for practical and positive ways of meeting new priorities and needs are emerging in the Region. Time will reveal the results.

6. Supply and Demand

311. Important among considerations in determining the future demand for teachers in the Atlantic Region is the trend in student enrolments brought about by decreasing birthrates.

312. Peak enrolments[15] in the Region's public schools was reached in 1971 with 585,933 pupils. By 1975 the projected enrolment will be 546,129, a decline of almost 40,000 students, or 7.3 percent. The decline is expected to continue at a rate of 1.2 to 2 percent a year until 1983 when the student population will level off at about 470,000.

313. The severe and general teacher shortage is ending. Shortages in specialist areas, including second languages, are continuing.

314. Surveys have been carried out to determine possible demand for teachers in the next few years. It seems obvious that there will be a considerable decline in requirements whether student-teacher ratios decline or remain constant. Cut-backs in basic teacher education degree programs with accompanying increases in in-service education and professional development may result.

7. Conclusions and Trends

315. Immediate problems to be faced concern the proliferation and duplication of teacher education programs, lack of qualified teachers in specialized areas, and challenges in making operational the new teacher education programs which include more extensive practicums and internships.

316. Implementation of recent plans and education reports presented in all four of the Atlantic Provinces will bring about extensive changes and, hopefully, comprehensive plans for meeting existing and emerging needs. The resulting challenges will be great.

E. Continuing Education

317. Though the whole of life is a process of continuous learning and adaptation, the expression "continuing education" is used here in a more restricted sense to denote programs, courses and activities of all kinds planned and sponsored by public, private and volunteer agencies to meet a need which has been identified. Such programs, courses and activities usually involve attendance at a centre for varying lengths of time either during or after normal hours, and they may deal with any field of interest whatsoever without concern for traditional modes of instruction or academic standards.

318. Participants in programs of continuing education are not usually required to submit evidence of having attained any particular level of education nor to indicate previous exposure to the area of interest being selected. Thus, Continuing Education mainly, but not entirely, falls in Category 9 of the UNESCO ISCED Classification: "Education not classifiable by level".

319. Since the young are normally looked after in school, most of the "consumers" of continuing education are over the age of sixteen and may have a great variety of reasons for seeking instruction in particular activities or programs, ranging from personal interest or enrichment, through practical applications to certificate or diploma acquisition.

320. In treating this particular subject, it must be realized that there

are marked resemblances in soil, geography, climate, scenery, economics and style of life in the four Atlantic Provinces; as a result, the people and their interests are also much alike. Since people travel frequently, ideas are disseminated rather quickly among the total population of barely two million. And given their easy habits of association, educators, professors and administrators meet frequently in casual information exchanges, permitting a new venture by one province to be introduced with little modification in the other three. Indeed, it may be assumed that whatever is said in this survey about one province applies to a large extent to the others. Hence naming any one province is merely illustrative.

321. Continuing education, in one form or another, has always existed in the eastern reaches of Canada. During the period of settlement in the eighteenth and early nineteenth centuries, ideas in vogue in the Mother Country were often copied. For example, church-related Sunday Schools and Mechanics Institutes. However, neither the Apprenticeship nor the Guild systems became as firmly implanted and established as in the Motherland.

322. A shortage of funds coupled with a small and scattered population resulted in a slow growth of interest and support for continuing and adult education. Today an astonishing number of programs are conducted by many of the voluntary, independent and private associations which abound. The agencies concerned with the sponsorship and provision of courses and activities in continuing, life-long, permanent education can be classified under three main headings: University and Colleges, Provincial and Local public authorities; private and voluntary bodies. Unavoidably there is overlap and the distinctions are not always easy to draw.

1. Universities and Colleges

323. The thirteen degree-granting institutions in the Atlantic Provinces all offer some form of continuing education. Many offer courses, credit or non-credit, off campus, and some offer correspondence courses. Part-time study is possible all the year round. It is worth noting that 72% of the population of Nova Scotia live within thirty miles of a university. Corresponding figures are 50% in New Brunswick, 57% in Prince Edward Island, and 30% in Newfoundland. Courses are available in the evenings, week-ends, and during the summer holidays. The total part-time enrolment in 1971-72 was approximately 12,500, nearly half the full-time number. This figure includes credit and non-credit students, probably about half in each category.

324. In earlier days, impoverished institutions of higher learning sent their professors out much in the manner of missionaries to communities small and large to deliver lectures in the hope of enticing a few new students to the centre of learning or of prompting donations to bolster the institution's financial status. Associations such as the "Literary Society" were popular and university professors were fair prey for such groups. These flourished until the First World War and may be considered the earliest non-credit continuing education work of the universities.

325. Much innovation and ground breaking was done by St. Francis Xavier University in Antigonish, Nova Scotia,which established an Extension Department in 1928 and this became the base of a highly organized and efficient extension program that spread throughout the Maritime Provinces. The

"Antigonish Movement" focused on the economic needs of farmers and fishermen and the Movement's workers helped them to organize Credit Unions and Cooperatives. The study group method of adult education was used.

326. In 1959, the Coady International Institute, named after Father Moses Michael Coady, the first Director of the Extension Department of St. Francis Xavier University was founded to teach the techniques of social and economic organization to students from developing areas.

327. Over a period of years a wide variety of non-credit courses crept into both the summer school and the ordinary terms of the universities. In addition to all this, several universities have established satellite campuses and these offer general interest programs as well as credit courses.

328. Continuing education was virtually non-existent in Newfoundland until 1949 when Memorial University was established. This institution has overcome almost insurmountable obstacles to develop a wide-ranging program of services to the inhabitants of its eight hundred far-flung outports which are scattered over about six thousand miles of coastline. It also makes effective use of a network of television centres, and provides help to rural communities through a combination of workshops, films, video-tapes and seminars. As previously noted, the Ministry of Education is at least as heavily involved as the university in providing similar services to the populace.

329. The relatively small size of Prince Edward Island promotes communication, all parts are easily accessible. The University of Prince Edward Island, formed in 1969 by amalgamation of two university colleges is the focal point of continuing education in that province. Interestingly, anyone over sixty years of age may register for any course, free of charge.

330. Besides courses and programs, the universities frequently sponsor dramatic presentations, art displays, and music recitals featuring professionals as well as local talent.

331. The appended table (based on data provided by Statistics Canada) gives figures for University continuing education programs in the Atlantic Provinces of Canada for 1971-72 and 1972-73.

TABLE 1

REGISTRATION IN CONTINUING EDUCATION PROGRAMS IN UNIVERSITIES - 1972/73

PROVINCE & INSTITUTION	NON-CREDIT FORMAL COURSES			
	Professional Development	General Interest	Association Diploma	Total
Newfoundland				
Memorial University	633	1,741	550	2,924
Prince Edward Island				
University of P.E.I.	121	130	-	251
Nova Scotia				
Acadia University	100	-	223	323
Dalhousie University	2,542	404	358	3,304
Mount St. Vincent University	-	194	-	194
N.S. College of Art & Design	-	352	-	352
N.S. Technical College	16	-	-	16
St. Francis Xavier University	66	1,053	-	1,119
St. Mary's University	140	234	41	415
SUB-TOTAL	2,864	2,237	622	5,723
New Brunswick				
Université de Moncton	539	462	125	1,126
Mount Allison University	205	1,150	-	1,355
University of New Brunswick	334	506	244	1,084
SUB-TOTAL	1,078	2,118	369	3,565
FOUR PROVINCE TOTAL	4,696	6,226	1,541	12,463

Source: Based on information provided by Statistics Canada, 1974.

2. Management

332. Industrialists, bankers and planners agree that the economic development of the Atlantic Provinces would be helped by improving techniques of management as well as labour management relations. Two institutions, affiliated to universities, deserve mention since they are in contact with all provinces: the Advanced Management Centre, affiliated to the Institute of Public Affairs of Dalhousie University, and the Atlantic Region Management Training Centre housed in the Nova Scotia Technical College. Most of the students are in full-time employment and remain with the Training Centres from a few days to a few weeks. They do not normally receive a diploma.

333. The Atlantic Management Institute spans adult management education in the Atlantic Provinces. Among its constituents are the Atlantic Region Management Training Centre, the Atlantic Summer School, the Advanced Management Centre (Dalhousie University), and the Memramcook Institute for residential adults at St. Joseph, New Brunswick, which provides sales and supervisory training, largely to the Francophone population. All of this is in addition to programs in Business Administration offered by the universities.

3. Government and Public Authorities

334. For fifty years or more, public authorities in the Atlantic Provinces have given increasing support to education, including continuing and adult education of which they are now the largest provider. They plan, direct and finance a large variety of programs and activities -- nearly three hundred in Nova Scotia alone. In addition, they encourage many local and voluntary bodies by giving them financial support.

335. Exact figures being difficult to obtain, the following are intended to give a general idea of the situation. The total number of students of all ages enrolled in publicly supported programs in continuing education in 1972-73 was: 11,000 in Newfoundland (population 541,000); 16,000 in New Brunswick (population 652,000); 23,000 in Nova Scotia (population 805,000); 5,000 in Prince Edward Island (population 115,000). A total of 55,000 from about 1,200,000 adults of working age, which represents an increase of about 10% from the previous year.

Percentage Distribution among Fields of Interest

Programs	Canada	N.B.	NFLD.	N.S.	P.E.I.
Academic	22	23	48	16	40
Vocational	16	18	-	19	5
Hobbies & General Interest	42	41	27	47	39
Other	20	18	25	18	16

336. The differences between the Provinces and Canada as a whole may be attributed to methods of reporting and to varying program offerings rather than to significant differences in conditions.

337. In brief, each of the Atlantic Provinces devotes much effort to the support of orderly programs of Continuing Education. Nearly 5% of the adult population is involved at any one time. About 1% are seriously pursuing part-time vocational courses. This seems a small percentage, but it should be noted that many brief contacts - a few days or weeks - are not included.

4. The Federal Government

338. Agencies like the Canadian Broadcasting Corporation and the National Film Board receive federal money and offer many educational programs, particularly in the fields of the social sciences, the earth sciences, health, literature and the arts. The Federal Government also supports activities like "Opportunities for Youth" which enable students and young people to obtain support while engaging in educational and character-forming pursuits.

339. Further, there are the exceedingly important Manpower Training Programs directly relevant to increasing the supply of trained manpower. These are largely financed by the Federal Government. Canada Manpower Centres in each province attempt to fit job availability and training to the interests and abilities of the unemployed, and are open to all citizens for advice.

340. Both basic schooling and upgrading programs are provided by provincial Ministries of Education in collaboration with the Manpower Centres. Therefore, persons seeking assistance may require instruction in fundamental mathematics, science and communication skills in order to obtain employment, or they may be employed but require training or retraining to secure more productive or worthwhile jobs. The exact length of the program depends upon the occupation, but does not exceed fifty-two weeks.

341. Trainees under the Canada Manpower Training Program are charged no fees; they receive an income replacement allowance, plus increments depending upon their economic responsibilities and circumstances.

342. The Federal Department of the Secretary of State everywhere supports community development activities. Encouragement, financial aid and advice are given to groups wishing to form associations concerned with Human Rights, Rural Development, Householders' Unions, and so on. The aim is to help people help themselves.

5. Provincial Government

343. The four Provincial Governments are active in (a) Technological Business and Trades Training for Adults, (b) Correspondence Courses, and (c) General Continuing Education for Adults.

344. (a) Part-time and full-time courses for adults and young people are

offered in a number of technical colleges or schools in Atlantic Canada. Several examples of these are the two Institutes of Technology, the Land Survey Institute, the Nova Scotia Nautical Institute; Holland College and the Marine and Fisheries Training Centre in Prince Edward Island, the five Trade Schools and two Institutes of Technology in New Brunswick; the seventeen Vocational Schools and the College of Fisheries, Navigation, Marine Engineering and Electronics in Newfoundland.

345. A wide variety of course offerings are provided by all the aforementioned institutions and there are sometimes no entrance requirements or examinations. A certificate of qualification or a diploma is often awarded. To satisfy requirements of people who cannot make themselves available for any length of time or during the day, every province offers academic upgrading classes in the evening, either free or at a nominal charge. Classes are usually conducted once per week for two or three hours.

346. (b) Correspondence Courses were once offered in all four Atlantic Provinces but have been terminated in Prince Edward Island and Newfoundland, since other facilities are now easily accessible. In the other two provinces, careful instructions, text books and question papers are sent to the students, and marking and evaluation is carried out in the Provincial Ministry of Education. Because of the comparatively small number of persons utilizing this service, the program, though valuable, does not greatly increase the stock of skilled manpower.

347. (c) General Continuing Education uses evening classes as one of its chief instruments to provide instruction, mostly by public school teachers, to anyone wishing to follow adult education programs of whatever kind: painting, pottery, sewing, cooking, drama, public speaking, languages and so on. A very important part are the "Accelerated High School Courses" which makes it possible for those who left school early to complete their full secondary school programs. Only modest fees, covering perhaps 20% of the total cost, are charged and the number involved is large -- about 30,000 students throughout the region in 1972-73.

348. There is an important difference between the "General Continuing Education" programs available in Atlantic Canada and those offered in Europe and Britain: in the Canadian area, relatively few of the courses are of an abstract, philosophical, theoretical or historical nature. Most offerings deal with some practical skill or other, - pottery, welding, sewing, oral French, etc. They do not necessarily concentrate on the earning of money, nor on professional development. Yet, on the whole, concerns with culture reflect a practical and activist outlook: for example, how to paint rather than study "Impressionist Art".

349. The Community School idea has been spreading throughout the Atlantic Region, with a number of them either planned or in operation throughout the Region. Existing facilities, schools, church halls, community centres and the like are utilized. Offerings are, or will be related to the industrial, agricultural, economic or social interests of the local communities as well as to cultural interests and aspirations.

350. A number of other types of agencies or institutions which attempt to satisfy particular needs in the realm of continuing education are worthy of

mention. Among these are museums, administered by provincial authorities attached to universities, or looked after by local groups or associations. Theatres exist in most of the provinces and feature professional and amateur dramatic productions. Libraries and art galleries, existing under the same roof as other agencies or separate from them, are to be found in many communities, large and small.

351. Summer Schools for practising teachers, sponsored by provincial ministries or universities, provide the opportunity for teachers to educate themselves in credit or non-credit courses in a variety of programs such as the education of the handicapped. Government Ministries, other than Education, are also concerned in a more limited way with continuing education: For example, Ministries of Fisheries may arrange courses, meetings and exhibitions about marine life and the fishing industry; Ministries of Agriculture may organize parallel activities in their own area; the Ministries of Highways and Transport may be concerned, along with Education, with driver training; and the Ministry of Health may offer maternity courses.

6. Private and Volunteer Agencies

352. A great number of non-official voluntary societies and organized groups flourish in the Atlantic Provinces, with many offering educational programs of some kind. No statistics are available and, at any rate, they would be insignificant because there is no agreed basis of classification.

353. "Attendance" may signify coming to an isolated meeting to see a film or being at a class regularly twice a week. As regards finance, much of the work involved is without charge, or else a modest fee is assessed to cover part of the cost. Occasionally small grants may be provided by Federal or Provincial authorities.

354. An estimate would indicate that a quarter to a third of the population over sixteen years of age has at least occasional contact with one or more of the voluntary associations. Thus, the total impact on social life is marked; community integration is promoted; the quality of life is improved. There may be even a genuine contribution to the economic efficiency of the region, particularly through the activities of professional and business associations. But mostly the contribution is indirect, through the maintenance of morale and lessons on how people may cooperate in the pursuit of common goals.

355. There is a definite distinction in the manner in which voluntary agencies are organized and operated as compared with activities governed and financed by universities and colleges or by government and public authorities. Careful planning and evaluation, plus direct and vital contributions characterize the efforts of the latter; in the case of voluntary agencies, the organization and administration is more loosely conducted. But whatever the projects or undertakings, they are always in response to an expressed need and frequently feature zeal and enthusiasm absent in the more highly regulated and formal approaches to solving the problems or fulfilling the aspirations of the people.

356. For the purposes of this review, only a few of the more prominent

voluntary agencies engaged in some form of continuing education are here indicated: In the first category, professional and commercial associations, are located Trade Unions, which, despite the relative scarcity of large, modern industrial enterprises in Atlantic Canada, conduct significant programs of their own.

357. Federations or Unions of School Teachers are among the most active and influential professional groups, with each province having its organization to which the teachers automatically belong by statute - although in Nova Scotia they may opt out annually. Permanent secretariats are maintained by the substantial dues, and a number of subject and administrative groups exist within the organizations. The many activities permit the members to keep abreast of educational developments, present united fronts on issues, maintain morale and efficiency and, as in New Brunswick, bargain collectively for salaries and working conditions.

358. The Institute of Canadian Bankers operates organized courses leading to certificates and diplomas; the Bank of Montreal conducts a Youth Project for school dropouts, and programs are sponsored everywhere by the Accounting, Real Estate and Insurance organizations.

359. Local Groups such as Historical Societies and public utilities also provide a means of obtaining a measure of continuing education through study programs and films.

360. Churches, with their long history of instruction in morals and ethics, along with related activities, form a large and influential body in continuing education, as do the Young Men's and the Young Women's Christian Associations. Both YMCA and YWCA stress education for self development and community leadership, and while offering instruction in such programs as business skills, handicrafts and practical arts, they place heavy stress on most aspects of physical education.

361. Women's Institutes flourish in most communities, especially the smaller towns and villages, where they concern themselves with learning a variety of things from the home-making arts to the processes of government. Home and School Associations comprising parents of public school students are again on the upswing after a period of decline; they are chiefly interested in helping schools and teachers to serve children better.

362. There is a proliferation of benevolent societies and service clubs, too numerous to mention, consisting of professional and business people who, in addition to supporting worthwhile community projects, hear speakers on selected topics at their meetings and, sometimes, offer personal development programs. Strangely, many of these clubs and societies offer membership to men only; consequently, women have formed their counterpart of men's groups and perform similar functions and services.

363. Special Help Organizations also exist to serve those with particular needs. Many parents and educators are concerned with young people afflicted with a disability or handicap and they attempt to give assistance and encouragement in many ways to parents of children so afflicted. Well organized and conducted programs are provided by societies such as the Red Cross and St. John Ambulance, with emphasis on leadership and skill development.

364. Special Interest Groups concerned with the fortunes of various ethnic groups or minority language groups help to provide a wholesome sense of identity and solidarity to their members. To these groups may be added organizations seeking to teach athletic skills to children and youth of the region. A prominent example of the latter is the Canadian Amateur Hockey Association.

365. The list could go on and on. What has been presented is little more than a sampling of the great variety of continuing education activities available to residents of the Atlantic Provinces. For the most part, they are self-sustaining and depend upon finance from donors, fees and, to a limited extent, public agencies or authorities. All the organizations seek to help people improve themselves or their communities and are, therefore, making a valuable contribution to the promotion of a better way of life for the residents of the Atlantic Provinces.

7. Summary

366. It is evident that what is happening in Continuing (Permanent, Recurring) Education in the Atlantic region represents a massive and well directed effort to help a population toward a richer, happier life. Large numbers are involved: probably 300,000 persons are more or less concerned, and more than 40,000 are directly and closely involved. At least 5,000 instructors give their services. An estimate places total expenditure from public funds at between forty and fifty million dollars annually, which is about ten to fifteen percent of the cost of providing schooling for children and young people. Fees paid by participating adults raise the total significantly.

367. Two related but distinct sectors may be distinguished. First the vocational or professional, which increases, improves, upgrades and modernizes the supply of skilled manpower. Ample facilities and generous support are offered, but more is needed. Secondly, the cultural, avocational, artistic sector. Here, with the cooperation of many voluntary agencies, a pleasing and amazing variety and diversity is available to all.

368. It now remains for the impact of the notion of Continuing Education to make itself felt upon the formal institutions of education and training. Once this occurs and the realization develops that, by passing through such institutions, people have taken but the first step in a process of lifelong learning and development, a more effective and far-reaching program of Continuing Education will emerge for the betterment of people and the improvement of life-quality everywhere.

F. Financing Education

1. Demographic and Economic Factors

369. The total population of the Atlantic provinces increased from about 1,900,000 in 1961 to 2,100,000 in 1973. This is a growth of 11% or slightly more than half the percentage for Canada as a whole. Newfoundland had the highest percentage for the period, 18%; Nova Scotia and New Brunswick the lowest, 9%. That for Prince Edward Island was 10%. In 1961, the total

was 10.4% of the whole population of Canada, but by 1973 it had diminished to 9.6%. Possibly the most important reason for this relative decline is emigration to other provinces. It is estimated that between 1961 and 1969 about 36,000 left Newfoundland; 7,300 Prince Edward Island; 58,000 Nova Scotia and 49,000 New Brunswick.

370. This somewhat sluggish growth in numbers will probably continue: by 1981 the total population may number about 2¼ millions. Of these, nearly 75% will live in centres of more than 1,000 inhabitants, instead of about half in 1961.

371. Global figures do not exactly reflect the pattern of age distribution which is so important in education. Between 1961 and 1971:

(i) The proportion of the population between 0 and 4 years of age decreased from 13.2% to 9.7% (Newfoundland 14.8% to 11.8%).

(ii) There was only a moderate decrease in the proportion in the 5 to 14 age group from which elementary enrolments come. The actual number increased by only 12,656. Newfoundland had the highest proportion in 1971 (25.5%) and Nova Scotia the lowest (21.7%). Even the Nova Scotia proportion, however, was higher than the Canadian 21.2%.

(iii) The number in the 15 to 19 age group in the Region increased over the period, from 170,457, or 9% in 1961, to 221,155, or 10.7% of the total in 1971. These data indicate the potential enrolment in senior high schools and the early years of post-secondary programs.

(iv) The proportion in the 20 to 24 age group also increased significantly, from 6.5% in 1961 to 8.7% in 1971. These proportions were the same as those for Canada as a whole.

(v) The proportions in the 5 to 19 age group in 1971 ranged from a high of 36.9% in Newfoundland to a low of 31.9% in Nova Scotia. The Canadian percentage was 31.

372. While these data suggest a continuing reduction in elementary enrolments throughout the remainder of the 1970's, they also suggest modest increases at the senior high school level and fairly substantial increases in post-secondary enrolments. This assumes, of course, a continuing increase in participation rates at the higher levels of education.

373. Generally, then, the Atlantic provinces have a higher percentage of their population in the 0-14 and 15-19 age group than Canada as a whole, and, therefore, a consistently lower percentage in the other age groups. A smaller percentage of their population is in the "productive" or "potential labour force" age group and a larger percentage in the "non-productive" or "dependent" age groups. If the region can retain the large numbers of young people now entering the labour force age group and find employment for

them, there would be more people and more taxes to help finance government services, including education. The need for increased economic activity in the region is obvious.

374. Education confers benefits on society as a whole as well as on the individual. It contributes to economic production and growth by providing needed manpower and new scientific and technical knowledge, as well as by developing adaptability and creativity. In other words, spending on education is an investment in human capital. The returns from such spending, while difficult to assess, are said to be at least as high as those on physical capital. Moreover, it may be claimed that the development of the physical equipment of society may largely be wasted unless there is trained talent to work it.

375. On the other hand, the level of economic development in a country or province is an important determinant of the amount of funds available to government to finance social services - with prosperity comes the possibility of finding money for schools and colleges.

376. The most common indicator of the economic well-being of an area is gross product, that is the market value of all final goods and services produced in a given period of time.

377. The Gross Regional Product (G.R.P.) in the Atlantic provinces climbed in current dollars from $2,627 millions in 1961 to $7,715 millions in 1973. For Newfoundland the increase was 230%; Prince Edward Island 202%; New Brunswick 191%; Nova Scotia, 178%.

378. A closely related measure is the Personal Income which attempts to sum up all monetary flow of income to individuals and is therefore sometimes considered to be the prime indicator of general (monetary) welfare. Here again, Newfoundland scored highest, moving from 100 to 307; Prince Edward Island to 279; New Brunswick to 273; Nova Scotia to 256. Canada as a whole moved from 100 to 278. These increases should be interpreted as indicating not only an overall improvement, but a distinct trend towards equalization among the four provinces. Nova Scotia still remained the richest, but not as far ahead as previously.

379. Confirmation is found by comparing average income per person:

	Average income per person in dollars		
	1961	1972	Index 1961-72
Newfoundland	932	2462	100 to 264
Prince Edward Island	943	2442	to 259
New Brunswick	1099	2793	to 254
Nova Scotia	1256	2991	to 238
Canada	1613	3750	to 232

380. Analysis of these figures should take into account the fact that the Atlantic provinces rely more heavily on transfer payments from the Federal Government than do other provinces and derive a smaller percentage from earnings in personal income than does Canada as a whole.

381. To sum up: the rate of growth of population in the Atlantic provinces since 1961 has been small. There is a good deal of migration to other provinces, chiefly among young adults. The percentage of young people is relatively high, indicating need for the provision of education, especially post-secondary. The rate of growth of G.P.P. and personal income has been high. Nevertheless, the region is still the least affluent in Canada.

2. Revenues for Education

382. Province and Local Authority. The financial responsibility for education in the Atlantic provinces is shared by federal, provincial and local governments. Historically, the federal government's role has been limited. The basic division, therefore, is between the provinces and their local school districts.

383. Both authorities take into account what are considered the criteria of "good taxes"; that is, they should respect equity, be easy to collect, be elastic, and avoid economic distortion. In other words, taxes should be economically neutral and have no unintended effects on the economy; they should be based on ability to pay; they should not cost too much to collect and not easily be avoided; their yield should rise more quickly than total income. Evidently it is difficult, if not impossible, to apply all these criteria consistently. Decisions about tax reform are often political and involve compromises.

384. Local taxes are normally based on the notional value of real estate - that is, of land, houses and buildings of all kinds. These property taxes are generally and very strongly disliked. Nevertheless there are strong arguments in their favour. First, they are substantial revenue raisers, indeed the backbone of local government financing. Secondly, these taxes have provided an extremely stable revenue source, since property valuation does not fluctuate rapidly from year to year. Thirdly, they are not easily avoided.

385. Recent attacks on the property tax relate to its regressiveness, its effects on housing and the economy, and the difficulties of its administration. A tax is regressive if it absorbs a higher fraction of the incomes of the poor than of the rich. There are some who claim that for many senior citizens and people with very low incomes, a property tax takes away dollars that are necessary for a minimum standard of living. The ownership of property for such people may not be a good measure of their ability to pay.

386. The province-wide property tax has received widespread support. Such a tax would be levied at a uniform rate in all school districts and would be administered by provincial government. But unless the tax is levied at a relatively low rate, it would not represent a significant decrease in property tax burdens for most persons. It is, however, being applied in Prince Edward Island although New Brunswick is planning to phase it out.

387. Provincial Revenues. Provincial governments in Canada obtain revenues through taxes, intergovernmental transfer of funds, fees of various kinds, and the sale of bonds.

388. The main source of direct tax revenues for the provinces are personal income taxes, corporate income taxes, sales taxes, gasoline taxes, tobacco taxes, and liquor taxes. While the federal government takes the lion's share of personal and corporate income taxes, this source is considered one of the most equitable and productive for the provinces as well.

389. The sales tax is generally considered a "good" tax, despite its regressive tendencies. While it may stray from the ability-to-pay principle, it is essentially a tax on the outflow of personal income and is, thus, directly related to income. It is an excellent producer of revenue, although it does fluctuate with changes in the economy.

390. Taxes on gasoline, liquor and tobacco are used extensively. Fees and licences are also important sources of revenue. Included are motor vehicle licences, drivers' licences, hunting and fishing licences, corporate business licences, and licences to conduct specific types of business such as the sale of alcoholic beverages.

391. Transfers of funds from the Federal government are, of course, an important addition to direct revenues.

392. Expenditures on Education. The money needed to sustain all of the educational systems comes from five chief sources: federal, provincial, municipal, fees paid by students and gifts.

393. In 1967, the provincial government in New Brunswick assumed full responsibility for financing elementary and secondary education as well as for health, welfare and justice. It also reorganized local government units and school districts, eliminated personal property tax and enacted a uniform province-wide real estate tax on market values determined by provincial assessors.

394. The province levies a real property tax of fifteen mills everywhere. An owner-occupier of a business property is, however, charged separately for his home and his business. The province then finances the full cost of the standard educational program. Districts may propose supplementary programs to the Minister of Education. If fewer than 5% of the electors object, the district may proceed at its own expense. As an example of what happens, it was proposed that a high school be provided with a swimming pool. More than 5% of the taxpayers protested. There was a plebiscite and the proposal was rejected.

395. In 1973-74 the property tax raised $37 million and the estimate for 1974-75 is $41 million - about 15% of total tax revenue.

396. Developments in Prince Edward Island are on parallel lines. In 1972 new Acts of the Legislature took effect. A single property tax was established and the costs of education were assumed by the province. All real property is assessed at its actual value, reappraised every three years. Farmers enjoy a certain advantage: their property is assessed either as

'market value' or as 'capability' and they are taxed on the lesser of the two. The provincial property tax of 7.5 mills raises $5 millions.

397. Provision is made for optional additions to the province-wide basic or 'foundation' programs, much on the lines of the New Brunswick arrangements.

398. The 1972 Acts also simplified administration. Five regional school boards replaced 217 local boards, most of them exceedingly small.

399. In both provinces (N.B. and P.E.I.) the chief purpose of the reforms was the equalization of educational opportunity to all children, no matter how poor the parents or the district in which they lived.

400. Nova Scotia continues to collect substantial sums for education through local property taxes, though the contribution from these has diminished from 45% of costs to 32% between 1966 and 1973.

401. The uniform levy required locally in Nova Scotia now stands at $1.35 per $100 of equalized assessment, compared with 80¢ when the new system was introduced in 1956. Boards may requisition amounts above the yield of the levy from municipalities to pay for the effects of a lag in price setting, for foundation program expenditures above the allowable maxima, and for programs such as remedial reading clinics that are not included in the foundation program. A municipality is compelled to pay the school board's administration costs and the difference between the provincial grants and approved shareable costs. The municipality may provide such additional sums as council may approve.

402. The value of equalized assessment in Nova Scotia is reviewed annually, for purposes of determining the provincial percentage. The provincial proportion for operating and capital grants to school boards is set at a minimum level of 27.5%, applicable to all municipal units in which the provincial proportion is below this level.

403. The provincial government's share of the cost of all the services provided under the foundation program in Nova Scotia varies from area to area in accordance with local ability to pay. For the province as a whole, the total provincial share of the cost of the full foundation program is now about 66%. This percentage will rise appreciably in the near future with the government's stated intention of moving towards full provincial funding.

404. A new Royal Commission Report (Graham Report, 1974) has recommended that the provincial government assume full responsibility for planning and providing education, health and social services, as well as housing and the administration of justice.

405. The development of local taxation for education in Newfoundland is relatively recent. It was not until June 22, 1954, that an Act enabled school districts to impose a local tax for education. School tax areas were established shortly thereafter in Corner Brook and Deer Lake but most districts continued to raise funds locally through school fees and donations until the late 1960's and the 1970's. At present, twelve school tax authorities have been established and two are pending, one of these to serve the

capital city of St. John's. When this becomes operative, nearly 80% of the pupils of the province will be included in school tax areas.

406. Assessments in school tax areas are low. The rate on real property ranged from 3 to 5.5 mills during 1973-74 and the poll tax from $15 to $50 a year. The total amount collected during the year was estimated at $3 million.

407. It should be noted that the lack of development of local taxation for education in Newfoundland is related to a variety of factors, the most important being the lack of a tradition of local government. This made it necessary to establish another tier of administration - the Local School Tax Authority. Included in the membership of such Authorities are representatives of municipal bodies in the area, of the school boards served, and of non-incorporated areas. There is now a movement to establish regional School Tax Authorities to serve all 35 school boards of the province.

408. Each of the four provinces levies income tax on individuals and corporate enterprises. It is calculated as a percentage of the federal income tax. The rates in 1973 were 36% in Newfoundland and Prince Edward Island; 38.5% in Nova Scotia; 41.5% in New Brunswick. Other taxes, such as those on tobacco and gasoline, also do not vary much from province to province.

409. The total yield of income and sales taxes are lower than in wealthier provinces such as Ontario - there are relatively few high-income taxpayers.

410. The most important source of revenue, in fact, is the Federal Government. It supplies over half the gross general revenues of Prince Edward Island and Newfoundland. Some of these funds are for specific purposes, including for example, the support of higher education. A large proportion, however, represents an effort to equalize conditions throughout the whole of Canada. Equal effort by provinces with widely differing levels of income produce widely differing tax yields.

TABLE 2

PERCENTAGES OF GROSS GENERAL REVENUES BY SOURCE (1970-71)

Source	Nfld.	P.E.I.	N.S.	N.B.
Provincial Sources				
Taxes	30.7	25.0	37.8	41.3
National resource revenue	1.3	0.2	0.4	1.4
Privileges, licences and permits	3.4	1.8	3.2	2.6
Sales of goods and services	4.0	9.9	4.0	3.3
Return on investment	5.3	7.4	12.3	6.8
Other sources	1.3	0.1	0.2	0.8
TOTAL	46.0	44.4	57.8	56.2
Transfers				
General purpose-federal	28.2	25.7	21.5	17.9
Specific purpose-federal	25.8	29.9	20.7	25.9
Specific purpose-local	--	--	--	--
Other	--	--	--	--
TOTAL	54.0	55.6	42.2	43.8
GROSS GENERAL REVENUE	100.0	100.0	100.0	100.0

Source: Based on information provided by Statistics Canada, 1974.

3. Financial Relations Between Provincial and Local Authorities

411. Purposes of Grants and Grant Systems. Local school districts were originally given the responsibility for operating school systems, generally without adequate funds from local sources. As a result, provincial grant systems emerged. These funds helped communities to establish basic educational programs and services. They gave relief from local property taxes, thereby broadening the tax base. They encouraged change and innovation. They helped to equalize costs and to provide greater equality of access to education.

412. A "foundation program" is a mechanism used to try to equalize financial burdens and educational opportunities. The development of such a program begins with the identification of educational services to be included for all schools in the province and guaranteed for every child. The services are then expressed in terms of the dollar amount required. Because the system proceeds from the assumption that there is some clear level below which no child's education should be allowed to drop, its basic theory is similar to minimum wage legislation and other floor-type social benefit programs.

413. The foundation program may be supported completely by the province or by a combination of funds from provincial and local tax resources. If costs are shared, the general procedure is for the province to pay to each district the difference between the calculated total amount of the foundation program for that district and the amount that can be raised locally by a minimum standard province-wide rate of taxation. The poorer districts thus receive proportionately more of the cost of the basic program from provincial funds than do wealthier ones. Ability to pay is taken into account as well as need.

414. In most foundation program arrangements, opportunities are provided for local systems to supplement the provincial school support program. The aim has been to keep the uniform property tax effort required as the local share of the foundation program low enough to enable districts to have some tax leeway.

415. Types of Grants. Under the foundation program concept, grants take explicit account of the relative income levels in the districts, so that the poorer districts are subsidized more heavily than the rich. Such grants are known as equalization grants. Grants that do not vary according to local ability but are distributed on the basis of such measures as the number of pupils, teachers, classrooms, or schools in a district are known as flat grants. Grants may also be classified as fixed or variable. A good example of a variable grant is one under which the province pays a certain percentage of some local cost. And, thirdly, grants may be general purpose or they may be for specific educational purposes. General grants are mostly block grants, where proceeds become part of the recipient government's general revenues and can be spent according to its own priorities. Special grants are conditional in that they must be spent for the purposes designated, whether it be for library services or vocational programs. In some cases, the recipient must comply with detailed conditions in order to qualify for the grant.

416. Various combinations of grants may be used in any one program for

financing education. For example, grants may be categorized as general-purpose flat grants, general-purpose equalizing grants, special-purpose flat grants, special-purpose equalizing grants, and so on.

417. A technique that can be used to adjust grants to reflect cost differences that arise from the nature of the district or the mix of pupils that is being educated is "weighting". For example, extra weight may be given to students enrolled in high school programs on the grounds that such programs are more specialized and therefore more expensive than basic elementary programs. Additional money may be provided for districts offering programs for the mentally handicapped, the physically handicapped, or the culturally disadvantaged. Rivers, bays, and other geographical factors often justify the existence of small schools in certain areas of a region and special aid must be granted for such schools. That aid should not be such, however, as to perpetuate unnecessarily small schools in other areas.

418. In the same way that students may be weighted, teachers or instructional units may be adjusted to compensate for local costs and local needs. If we assume that one instructor, supplemented by the necessary supporting staff and services, is required for each twenty-five regular students in elementary schools of a certain size, then twenty-five pupils become an instructional unit and other types of classes may be weighted.

419. Variations among the Provinces. The principles and notions outlined above have applied, with minor differences, to all the Atlantic Provinces - though there are important variations in detail.

420. In Nova Scotia arrangements are based on legislation passed in 1956 in accordance with the Report of the Pottier Commission. The share of the cost of the foundation program for each local unit is equal to the amount raised by a uniform levy (about 1.35%) on valuation of property. This amount or 72.5% of the cost of the foundation program, whichever is less, is the "municipal proportion" payable. The Minister of Education has authority under an Education Assistance Act to review and modify the local budget, of which a proportion is paid by the Province. Capital costs are shared in accordance with determined proportions. The province pays 100% of the cost of vocational education.

421. Items not included in the foundation program or which are in excess of the scales defined in the regulations are the full responsibility of the school board, as well as administration costs in excess of a set figure and unshared capital debt charges.

422. The costs of the foundation programs include not only the salaries of teachers (province-wide scales appl) but maintenance of school buildings, books and teaching aids, laboratory supplies and equipment, salaries of administrative and clerical personnel, the conveyance of pupils from home to school if the distance between them is above a minimum, boarding costs if needed, cost of correspondence teaching and so on. In addition to the foundation program, there are also grants for driver education and grants to disadvantaged pupils above a certain age. Monies are paid towards adult education, towards pension plans and unemployment insurance.

423. The New Brunswick grant system dates from 1967. In that year the

province assumed full responsibility for financing a basic education program. Detailed administration of the monies, however, is under the control of the local (district) board of school trustees. Each of these prepares an annual budget which, after discussion, is scrutinized by the Ministry of Education. It is then approved by the Treasury Board, the Cabinet, and the Legislature.

424. The Ministry exercises its overall control by applying formula budgeting. The districts may engage teachers in the number authorized by the Ministry; the pupil/teacher ratio does not normally exceed 23 to 1. There is a provincial salary scale. A schools planning staff at the Ministry develops capital programs and sets priorities.

425. In Prince Edward Island where there are five school districts, the accepted pupil/teacher ratio is 19:3. There are provincial salary scales for teachers, principals, administrators, janitors, clerical staff, etc. Grants are available for materials, equipment and books. The School Boards are encouraged to own and operate buses for the transport of pupils. Funds for maintenance and operation are negotiated with each board annually.

426. The provincial government in Newfoundland pays a high percentage of the operating costs of schools. The grant system includes the full payment of teacher salaries (on a provincial scale); a payment of $82 a year for high school students and $80 for other students to maintain and operate the schools; 95% of the cost of transporting students; $10 a pupil in special classes for the handicapped; $7 a pupil for libraries. Specialist teachers (e.g., guidance or industrial arts) each generate a grant of $1,500 to cover equipment and supplies. The government also pays up to 90% of approved capital expenditure.

427. Full Provincial Funding. Already three of the Atlantic provinces pay all, or nearly all, the costs of running the schools. Even in Nova Scotia, it seems only a matter of time for the burden to be lifted from local authorities. But the provincial governments have little room to maneuver when it comes to increasing tax revenues for education and other services. The federal government takes the major share of income taxes and obtains substantial amounts from sales taxes of various types. To raise significant amounts of additional money the provinces would have to overtax taxpayers in comparison with the rest of Canada. Thus the need for a high level of transfer funds from the federal government.

428. It seems clear that full provincial funding makes it easier to provide equality of educational opportunity throughout the region as well as greater equity among taxpayers. It helps poorer areas to improve the facilities they offer as well as instructional efficiency. Possibly, it simplifies administration and diminishes "paper work". It may encourage teacher and community participation in curriculum decisions. It should facilitate the development of all educational planning.

429. There are, of course, criticisms of the new system. Some say the formulas applied for payment of grants do not sufficiently take into account local variations - either in the needs of pupils or in the fact that the same number of dollars does not purchase an equal amount of services in each district. Above all, there are complaints about loss of local control and

about the possible discouragement of experimental and 'lighthouse' schools. It is said that the system will be insensitive to local needs and problems, overbureaucratized and of mediocre quality. There are fears that education will fare badly, at provincial level, when other services press their demands.

430. Various proposals have been put forward to meet such criticisms. For example the (Nova Scotia) Graham Commission, in 1974, recommends establishing influential councils for each school. Others have suggested that "block grants" be given to each school district, leaving the allocation to these.

431. Discussion proceeds vigorously on all these matters and it is probable that changes, perhaps quite radical, will be made in the next decades. But it seems almost certain that full provincial funding of the cost of school education has come to stay.

4. Educational Expenditures in the Atlantic Provinces

432. Total operating and capital expenditures on formal education in Canada have increased dramatically over the past decade or so. From 1960 to 1973, expenditures rose from $1.7 billion to an estimated $9.5 billion, an increase of 457% (Table 4). The most rapid increases occurred in post-secondary and vocational rather than in elementary and secondary education. This reflects the rapid growth and expansion of universities, colleges, and technical institutes over the period.

433. When compared with personal income, total expenditures rose from 5.8% in 1960 to a high of 11.2% in 1971. After that, there was a slight decline to 10.2% in 1973. The percentage for elementary and secondary education increased from 4.5 in 1960 to 7.5 in 1971, but declined to 6.7% in 1973.

The tables which follow present the details:-

TABLE 3

PROPORTIONS SPENT BY ATLANTIC PROVINCES, 1960 and 1973

	Total	Elementary and Secondary	Post-Secondary	Vocational Training
Newfoundland				
1960	100	84.7	11.2	4.1
1973	100	60.5	26.1	13.4
Prince Edward Island				
1960	100	74.1	23.0	2.9
1973	100	62.1	23.7	14.2
Nova Scotia				
1960	100	76.9	20.7	2.4
1973	100	52.7	32.1	15.1
New Brunswick				
1960	100	74.8	18.6	6.6
1973	100	67.8	23.3	8.8
Atlantic Provinces				
1960	100	77.5	18.4	4.1
1973	100	59.6	27.7	12.8
Canada				
1960	100	77.9	19.4	2.8
1973	100	65.8	28.0	6.2

Source: Statistics Canada - Adapted

TABLE 4

TOTAL EXPENDITURES ON EDUCATION PER PERSON

	1960	1965	1970	1973
		(dollars)		
Newfoundland	52	85	212	323
Prince Edward Island	55	98	243	349
Nova Scotia	79	137	351	417
New Brunswick	72	119	273	374
Atlantic Provinces	69	116	286	376
Canada	95	173	348	430

Source: Statistics Canada - Adapted

As a percentage of the Canadian average, these amounts in 1973 were: for Newfoundland, 75; for Prince Edward Island, 81; for Nova Scotia, 97; for New Brunswick, 87.

TABLE 5

EXPENDITURES ON ELEMENTARY AND SECONDARY EDUCATION PER PUPIL (dollars)

Year	Newfoundland	P.E.I.	Nova Scotia	N.B.	Atl. Provinces
1960	150	162	226	194	193
1965	191	272	302	274	262
1971[1]	519	670	704	793	678
1972[2]	578	732	759	850	735
1973[2]	632	823	811	912	792
			Indices of growth (1960 = 100)		
1960	100	100	100	100	100
1965	127	168	134	141	136
1971	346	414	312	409	351
1972	385	452	336	438	381
1973	421	508	359	470	410

1 - Preliminary 2 - Estimates

Source: Education in Canada, Statistics Canada, 1973, Table 49:375

434. The largest single factor affecting expenditures on elementary and secondary education consists of salaries paid to teachers and other professional personnel. In 1973, school boards in the Atlantic provinces spent 65.8% of their funds on this item, compared with 61.2% in 1960. New Brunswick had the highest percentage in the nation in 1973 (71.2%) and Newfoundland the lowest (55.8%).

435. The average salaries paid to teachers have gone up markedly in the decade 1962 to 1972, but they are still below those paid in other parts of Canada. The scales have improved and so have the qualifications of the teachers. No distinction is made between teaching in an elementary or in a secondary school, but the qualifications of those who work in the latter are often higher - and so is the average salary.

TABLE 6

AVERAGE SALARY OF FULL-TIME TEACHERS IN DOLLARS

Province	1961-62 Elementary	1961-62 Secon.	1971-72 Elem.	1971-72 Secon.	Index Elem.	Index Sec.
Newfoundland	2,288	3,717	6,341	8,442	277	227
Prince Edward Island	2,679	3,646	6,058	7,905	226	216
Nova Scotia	3,084	4,512	7,607	9,268	246	205
New Brunswick	2,695	4,354	6,883	8,407	255	193

Source: Education in Canada, Statistics Canada, 1973, Table 22:290

436. No allowance is made in this table for increases in the cost of living nor of taxation. Clearly there is a trend towards equalization between elementary and secondary levels as well as between provinces.

437. Education and other Social Services. Education remains the single most important function of provincial governments: they spend on it about a quarter of their gross expenditures (31.5% in New Brunswick). Health, transportation, communication and social welfare follow. An example will suffice. In New Brunswick, in 1973-74, a total of 29% of gross ordinary expenditure went to education (23.5% to schools and 5.6% to higher education); 23.3% to health; 10.2% to social services. The proportion for social services and municipal affairs is expected to rise slightly.

438. The Effort Devoted to Education. A crude measure of the effort made by a province or country to finance education is the proportion of personal income devoted to this service. The table following indicates the approximate percentages:

TABLE 7

PERCENTAGES OF PERSONAL INCOME DEVOTED TO EDUCATION

	1960	1965	1970	1972
Newfoundland	5.7	6.8	10.6	12.5
Prince Edward Island	5.9	7.8	11.7	13.8
Nova Scotia	6.2	8.7	14.4	13.5
New Brunswick	6.4	8.3	12.1	12.9
Atlantic Provinces	6.2	8.2	12.7	13.1
Canada	5.8	8.3	11.1	10.9

Source: Statistics Canada - Adapted

439. The differences are not very significant, though all the Atlantic provinces seem ahead of the rest of the country - an effort is being made to attain equality in the provision of education. Note, however, should be taken of the facts that the actual monies involved are a higher percentage of lower incomes and that a good deal of help is being given by the Federal government.

440. Summary. There has been, at all levels, a vast increase in expenditures on education in the Atlantic region since 1960. Increases in enrolment and the effects of inflation are partly responsible. But, in addition, and probably of greater importance, are a marked improvement in the quality of the offerings as well as in the qualifications of the teaching force and, above all, a rapid move towards the equalization of educational opportunity between the provinces, between town and country, between social and ethnic groups.

441. Of course, inequalities remain but they will certainly become fewer as the years go by. Forecasting is very difficult. It seems that by the 1980's there will be fewer children in the elementary schools but probably about the same number in the secondary schools. Enrolments in post-secondary institutions are unlikely to diminish markedly. So, on the whole, it is not expected that fewer teachers will be employed; particularly in view of the fact that new services in areas such as early childhood, the care of the handicapped and culturally disadvantaged will call for generous staffing provision. The conclusion is that education will continue to make major claims on the financial resources of governments.

5. Financing Post-Secondary Education

442. The sections in this presentation which deal with post-secondary education have described the astonishing increase in the number of registered students during the 1960's: from a full-time enrolment of about 15,500 in

1960 to nearly 42,000 in 1970, that is an increase of 170%, not markedly different from Canada's 192%. Expenditures rose much faster: from just under $24 millions in 1960 to nearly $220 millions in 1973. In Newfoundland, the increase was from $2.6 millions to $45.6 millions.

TABLE 8

EXPENDITURES ON POST-SECONDARY EDUCATION

	1960	1965	1970	1973[1]
	(thousands of dollars)			
Newfoundland	2623	6326	25861	45639
Prince Edward Island	1308	2318	6001	9495
Nova Scotia	11888	35188	96110	107757
New Brunswick	7922	22323	45648	56804
Atlantic Provinces	23741	66155	173620	219695
Canada[2]	330540	835346	2140835	2657490

1- Estimates

2- Includes figures not distributed by province or territory

The expenditure per student continues to rise, even faster than inflation

Source: Education in Canada, Statistics Canada, 1973, Table 71:462

TABLE 9

POST-SECONDARY EXPENDITURE PER FULL-TIME STUDENT

	Post-Secondary	University	Non-University
Newfoundland			
1970	2,758	2,858	2,307
1973	3,849	3,998	3,100
Prince Edward Island			
1970	2,513	2,598	2,083
1973	2,984	3,028	2,848
Nova Scotia			
1970	3,151	3,295	2,366
1973	3,986	4,101	3,178
New Brunswick			
1970	2,590	2,778	1,831
1973	3,405	3,500	2,781
Atlantic Provinces			
1970	2,867	3,019	2,147
1973	3,747	3,866	3,028
Canada			
1970	3,246	3,949	1,928
1973	3,865	4,798	2,316

Source: Education in Canada, Statistics Canada, 1973, Table 73:468

443. Sources of Funds. In general, about 10% comes directly from the federal and 60% including fiscal transfers, from the provincial governments. Fees contribute only about 13%. From 1967, funds transferred from federal sources to the provinces for the purposes of post-secondary education are classified as provincial expenditures. Fees in the Atlantic region tend to be higher than elsewhere in Canada.

TABLE 10

SOURCE OF FUNDS FOR POST-SECONDARY EDUCATION BY PERCENTAGE *

(1970[1] and Estimated 1973)

	Federal	Provincial	Fees	Other
Newfoundland				
1970	13.1	68.4	16.3	2.2
1973	10.7	68.8	12.5	8.0
Prince Edward Island				
1970	6.6	89.0	21.6	-17.2
1973	7.6	73.0	14.1	5.3
Nova Scotia				
1970	9.5	54.5	10.6	25.4
1973	9.9	54.9	13.7	21.5
New Brunswick				
1970	9.9	65.3	16.5	8.3
1973	11.5	55.9	14.4	18.2
Atlantic Provinces				
1970	10.1	60.5	13.4	16.0
1973	10.4	58.7	13.7	17.2
Canada				
1970	11.7	68.8	9.8	9.7
1973	12.3	72.2	10.1	7.4

Source: [1]Education in Canada, Statistics Canada, 1973, Table 22:466

444. It should be noted that Nova Scotian institutions receive substantial amounts from religious organizations, endowments and corporations.

445. Vastly increased funds for post-secondary education were made available by the federal government in the 1960's because of widespread acceptance of the relationship between education and economic growth. Economists and politicians became allies of educators in asserting that economic growth and, indeed, the future of the nation, was dependent on a supply of highly intelligent, highly trained, and highly educated people.

* Excluding fiscal transfers

446. Up to 1967, universities in the Atlantic Provinces received grants directly from the federal government. This raised questions of constitutional right and federal control. So a new agreement was worked out. Under the Federal-Provincial Fiscal Agreements Act, the federal government agreed to pay to the provinces either 50% of certain operating costs for post-secondary education or a base figure corresponding to $15 per capita.

447. The provinces were permitted to choose the option that provided the larger amount of funds for them. Because of their relatively low level of expenditure, Newfoundland, Prince Edward Island and New Brunswick opted for the flat per capita payment. Over the years, the amount of the grant has increased to $34 from the original $15. The legislation provides that when the per capita payment represents more than 50% of the operating expenditures, the province automatically reverts to the 50% sharing arrangement. The whole agreement, due to end in 1972, has been extended to 1977.

448. Paralleling the growth of funds for university education has been a major increase of federal funds for vocational and technical training. The federal government negotiates directly with the provinces each year and then reimburses them for part of the cost of providing vocational or technical training programs. The Department of Manpower and Immigration negotiates on behalf of the federal government and agreement is reached with the provinces on which programs and courses are eligible for federal support and the number of "places" that the federal government will fund in provincial or private technical-vocational institutions.

449. To help plan and develop post-secondary education in the three Maritime Provinces, special committees or commissions were established. The first to be established was the Nova Scotia University Grants Committee, formed in 1963. One of its specific purposes was to study and advise the Minister of Education with respect to the types and amounts of financial assistance required for the proper development of post-secondary education in the province. In 1967, New Brunswick established a Higher Education Commission, and in 1969, Prince Edward Island established a Commission on Post-Secondary Education, with similar functions.

450. A major step towards cooperation among the three provinces occurred in 1973 when a Maritime Provinces Higher Education Commission was established. It was intended to rationalize post-secondary education in the whole region by planning and encouraging cooperation. The hope is that it will be possible to improve quality while diminishing expenditures.

451. Aid to Students. The importance of student aid programs, particularly for the disadvantaged, has been a matter of widespread concern. At present, the federal and provincial governments support such programs. Under the Canada Student Loan Plan, the federal government guarantees repayment of loans to the lenders and pays interest on the loans during the period that the students continue in full-time study and for six months thereafter. For the 1970-71 year, $95 millions were made in loans to approximately 130,000 students. In addition, the Provinces are generous in the awarding of bursaries and scholarships to deserving students.

452. Some claim that students should pay a higher proportion of the cost of their education, pointing out that the earning of degrees and qualifications

is normally a good investment for the individual. Others claim that higher fees would keep away young people of low-income families, even if loans were easy to obtain. Whatever the merits of such arguments it seems possible, indeed probable, that student fees will rise considerably during the next decade while loans will become easier. But in any case, the cost to public authorities of maintaining an adequate system of education at the third level, both of a degree and non-degree kind, will represent a very heavy burden.

6. General Conclusions

453. Widespread interest is evident, particularly in the Atlantic Provinces, in the problems of providing adequate finance for education. Much of it comes from the rapid growth in cost, evident above all at the post-secondary level. There is a dilemma evident to all. On the one hand, the urge to extend to the whole population easy access to education at all levels. This is rightly seen as promoting social harmony and political stability. Furthermore, it helps to recruit and train the skilled manpower upon which prosperity depends. But the extension and improvement of education is expensive. Where and how can money be raised?

454. Some pin their hopes on economies to be achieved through better management, elimination of inessential expenditures and the use of new technological devices which are thought of as diminishing the need for well-paid teachers. All these arguments come together as a demand for "accountability". Others look for ways of increasing the finance available by discovering new sources of revenue, more distant from the individual taxpayers and more 'national' in nature. Connected with this trend are those who repudiated local property taxes, replacing them by provincial grants as well as those who call for larger grants from the Federal Government. These endorse their arguments by pointing to the need for equalizing burdens and services right across the whole nation, so that the richer provinces would share with the poorer.

455. Atlantic Region educators seem to agree on the following points:

a. Federal transfers should grow and be aimed at achieving more equality across the nation, as a condition for maintaining unity.

b. There should be full provincial funding of education, eliminating reliance on local property taxes, at least regarding basic programs. Nevertheless, there should be opportunities for local initiatives.

c. Provincial funding should not diminish local influence on curriculum and on the inner life of schools.

Education should depend more heavily on such taxes as personal and corporate income tax, sales taxes, and luxury taxes.

d. Grant systems should be structured so as to provide a full range of programs and facilities for pupils. They should also take into account different cost levels.

e. Local school boards should be given latitude to use funds in ways suited to local needs as well as those of special groups.

f. Finance should be made available so that all those with the ability and desire to pursue further education should be able to do so regardless of their income or place of residence.

g. The Federal Government will likely assume increased responsibility for the financing of education.

456. There is also unanimous agreement that the Atlantic Provinces have made great progress in reforming educational finance programs over the past decade or so. For more and more students, the doors of equal opportunity have been partially opened at least. For many taxpayers, a greater degree of tax equity has been provided. The real need now is for the revenue potential of the federal government to become an even more important component of general provincial support programs.

G. Federal-Provincial Relationships

457. As previously stated in this Atlantic Provinces report and in that of the Government of Canada, the federal government transfers to the Provinces considerable sums of money each year under various agreements. Many of the plans are designed to provide assistance, both direct and indirect, to the Provinces in their efforts to maintain or improve the quality and kinds of education offered within their respective jurisdictions.

458. That which follows is only intended to supplement information provided earlier or elsewhere in the Review about federal-provincial agreements respecting education, and to provide information as to the extent in which such agreements assist or influence educational programs in Atlantic Canada.

1. General Assistance Plans

459. Opportunity for Youth Programs are devised to employ post-secondary students during the summer months. In 1973-74, over 600 projects were approved in the four provinces and nearly $3.4 million was disbursed.

460. There have been projects dealing with 'Special Areas' (about $32 million a year): the human aspects of unemployment in slow-growth areas (Canada Newstart); Rural Economic Development (PEI $15 million a year; New Brunswick $4.5 million); Newfoundland Resettlement to help families to move away from declining centres to places where better education and public services are available (abour $300,00 a year).

461. Possibly the most ambitious of such projects is concerned with Prince Edward Island. It aims at the full economic exploitation of agriculture, tourism, forestry, fisheries. Education and improved training of the labour force in processing and manufacturing industries play an important part. So do health, welfare and housing. The 217 local authorities have already been consolidated into five regions and these will

support a fully modern comprehensive system, integrating academic and vocational instruction. A new technological college has been established. Technical college programs will be integrated with those available elsewhere in the Maritimes. It is expected that the population of the Island will increase from 109,000 in 1966 to 124,000 in 1983 and that there will be a 7% annual growth in the Net Provincial Product. Much of the necessary finance is being provided by the Federal Government.

2. Enrichment of Education

462. Federal assistance is also provided for the support of activities which enlarge and enrich the education provided in schools or colleges. The following examples are illustrative:

463. 4-H Clubs exist in each province and aim at providing leadership and citizenship training. They are specially oriented towards young people living on farms. They study the cultivation of crops, the operation of machinery, gardening, home economics and home decorating. The total contribution to the Atlantic Provinces amounts to some $20,000. Grants are also available for work and activities aimed at flood control.

464. Canada Games provide a national multi-sport competition for the best athletes representing the provinces and territories. The federal government pays all the basic costs and one third of capital costs in the host provinces (Halifax, 1969). Sport Development Grants are intended to help provincial governments to improve the level of their sport and recreation services. They are distributed in the following manner:

Province	1972-73 Expenditures ($000)	1973-74 Estimates ($000)
Newfoundland	69	71
Prince Edward Island	54	52
Nova Scotia	87	86
New Brunswick	84	85

465. Young Voyageur Programs offer an opportunity to young Canadians in other regions. The program is still in its modest beginnings and no province draws more than approximately $10,000 a year as support.

466. Federal Government supports a small program for the employment of law students by police forces - a dozen or so in the Atlantic area.

467. Post-secondary students are employed during the summer vacation on projects such as the building of sports and recreation facilities. This helps to meet their living expenses during the rest of the year. The

federal contribution is not large: from $12,000 in Nova Scotia to $7,000 in Prince Edward Island.

3. Support of Post-Secondary Education

468. General, unconditional support, particularly for the post-secondary levels of education, is provided by the federal government in two ways. The first is by means of the aforementioned transfer payments: the provinces are refunded either 50% of allowable post-secondary expenses or fifteen dollars per capita of total population (adjusted in accordance with the rise in the over-all cost of post-secondary education in Canada.) whichever is the higher.

469. As may be seen by the following table, the total transfers are large.

Province	1972-73 Estimates		1973-74 Estimates	
	Total Federal Contribution ($000)	Adjustment Payments ($000)	Total Federal Contribution ($000)	Adjustment Payments ($000)
Newfoundland	17,388	6,219	19,050	5,664
Prince Edward Island	3,789	1,430	4,151	1,325
Nova Scotia	33,800	17,054	38,250	18,502
New Brunswick	21,563	8,047	23,624	7,754

The total result is that between one-half and two-thirds of the costs of providing post-secondary education are met by the Federal Government.

470. Student Loan Plan: Qualified students may obtain loans from banks on authority of a Certificate of Eligibility issued by the university or college. The loans are guaranteed by the Federal Government who pay the interest due. Maximum individual loans amount to $9,800; up to $1,400 in any one year. Repayment must be made within 9½ years after completion of the programs.

Province (1972-73)	Value ($000)	No. of students Assisted
Newfoundland	6,863	6,186
Prince Edward Island	2,124	1,774
Nova Scotia	10,496	8,875
New Brunswick	7,731	7,398

471. Under the National Housing Act, loans may be made to provinces, municipalities, universities, cooperative associations, etc., for the construction of dormitories, hostels or self-contained family units. The borrower must use the loan for student housing projects. And all students, regardless of race, creed, or colour, must have equal opportunity of renting units. In 1972, $3.4 millions were committed in Newfoundland, $1.2 in Prince Edward Island, $0.6 million in Nova Scotia and (in 1973) $1.5 millions in New Brunswick.

4. Manpower and Immigration

472. This federal department, created in 1966, is responsible for the development and utilization of manpower resources as well as immigration. In cooperation with Provincial Governments it supports training programs for unskilled and semi-skilled workers, and attempts to deal with unemployment. There are industrial programs of which almost the total costs are paid by the federal government although they are run by the Provinces. Employers are reimbursed the total of their costs, including up to 50% of the wages of trainees. The latter are repaid half their travel costs and given maintenance grants. The courses provided include training in skills as well as instruction in language, mathematics and science. General policy is set by a Federal-Provincial Adult Occupational Training Committee.

TOTAL PAYMENTS TO PROVINCES: (in $ millions)

	1972-73	1973-74
Newfoundland	14	16
Prince Edward Island	5	4
Nova Scotia	18	20
New Brunswick	15	16

473. Financial assistance is available for research into occupational training methods. The Atlantic Provinces have not taken full advantage of the 50% funding available. In 1972-73 only $22,000. was paid out though it was anticipated that the total would read $228,000. in 1973-74.

5. The Department of Secretary of State and Bilingualism

474. Among the responsibilities of the Federal Department of Secretary of State is that of ensuring equality of status to the two official languages in federal institutions. It encourages their continued use in Canadian society. It helps relevant research in universities, colleges and schools.

475. Seven programs are being supported: arts and culture; bilingualism development; citizenship development; education support; administration; citizenship registration; translations. Under the first four, the Depart-

ment provides direct financial assistance to the provinces.

476. Bilingualism: Many activities are supported; for example, the Department pays the cost of sending public servants to federal language schools and helps the provinces to establish language programs for civil servants. In similar ways, it supports the training of translators and pays 50% of the cost of research into the implementation of bilingualism.

477. Bilingual Education at Pre-University Levels: The Provinces may draw for minority language education up to 9% of the average annual teaching cost of each pupil being taught full-time in the minority language. Another 5% of costs of second language students is available. In addition, 1.5% of the average instruction costs for minority students is paid in order to cover administrative expenses.

FEDERAL CONTRIBUTION AT PRE-UNIVERSITY LEVELS 1972-73

Province	9%	5%	1.5%	Total
Newfoundland	4,873	185,146	4,872	194,891
Prince Edward Island	44,848	46,814	23,927	115,589
Nova Scotia	353,112	340,501	94,584	788,197
New Brunswick	3,668,417	294,827	869,980	4,833,224

478. Bilingualism at University Level: Arrangements are made between the federal and each provincial government. Two payments are made. The first amounts to 10% of operating grants to eligible minority language institutions in the province. The second amounts to 8.5% of the first and is intended for capital expenditures. To be eligible at least 50% of the courses taken at an institution must be in the minority language. There are six such institutions in New Brunswick and one in Nova Scotia. The maximum annual payment was set at $100,000 per province for 1972.

479. Fellowships (up to $2,000. a year) are available for students specializing in the second official language. So are bursaries (up to $300) for second language teachers, and 'travel bursaries' for university students who claim the cost of two round trips a year to other universities of their choice. There are 'Summer Language Bursaries' of a maximum value of $610 available to post-secondary students who want to study in a second language milieu. In 1974, 469 of these bursaries were distributed in the Atlantic Provinces.

FEDERAL PAYMENTS AT UNIVERSITY LEVEL (in $) 1972-73

Province	Minority Lang. Institutions	Travel Bursaries	Teacher Bursaries	Fellowships	Language Centres	Total
Newfoundland	-	-	18,200	11,000	-	29,200
Prince Edward Island	-	2,242	4,470	8,000	97,128	111,840
Nova Scotia	20,660	1,019	34,261	8,510	98,588	163,039
New Brunswick	890,134	6,325	14,300	24,000	-	934,759

It is estimated that these payments increased in 1973-74 by about 50%

480. Citizenship and Official Language classes may be provided by local authorities and financed by provincial governments. The latter may, by agreement be reimbursed in whole or part by the federal government. In fact, the scope of such agreements is small. For example, in 1972-73 Nova Scotia drew only $3,500 and New Brunswick $755. Federal assistance is available also for special "catch-up" projects which may be innovative. Such projects are relatively few - probably less than $20,000 was involved in the Atlantic region in 1972-73 ($170,000 for the whole of Canada).

481. Indian Affairs and Northern Development. The general aim of programs under this heading is to provide for the Indian population services such as housing, roads, water, sewerage, electricity - as well as social welfare and education.

482. In New Brunswick there exists an agreement between the federal and provincial government whereby the latter provides educational facilities and programs in the kindergarten through grade twelve for Status Indian Children. Approximately 50% of school age Status Indian Children attend public schools while the remainder attend federal government operated schools on reserves.

483. The federal government assists financially in the provision of classrooms for Status Indian Children and pays tuition to the provincial authority. The Ministry of Education provides for Status Indian Children all school services with the exception of transportation. Non-Status Indian Children attend ordinary schools.

484. In northern New Brunswick there is a unique situation. School facilities are provided in Campbellton for Status Indian Children living in the Province of Quebec. The federal government transports the children and pays tuition on their behalf to the provincial government.

485. Agreements exist in Nova Scotia and Prince Edward Island whereby the local boards of school trustees receive Indian Children into the public school systems, with tuition being paid by the federal government.

486. In New Brunswick there is a provision in the Agreement whereby a

representative of an Indian Band Council may be appointed by the Lieutenant-Governor in Council to serve as a member of the board of school trustees in the district where the Band is located.

487. In Newfoundland, by agreement, the Department of Indian Affairs and Northern Development and the Government of Newfoundland and Labrador provide assistance for the economic, educational, social and cultural development of the Indian and Inuit people of Labrador. Services are provided by provincial personnel and the federal government reimburses 90% of actual expenditures. The maximum federal contribution has been limited to one million dollars during any one year. This level of expenditure was reached in 1972-73. Payments for 1973-74 have been estimated at $1,461 million, and action has been undertaken to raise the ceiling of the annual federal contribution to $1.5 millions.

CHAPTER IV

EDUCATIONAL TRENDS IN ATLANTIC CANADA

488. In the Atlantic Provinces of Canada, as elsewhere in the country and in the world generally, the assertion "the one constant is change" certainly applies to education. While it is not difficult to identify areas of educational endeavour in which trends are recognizable, it would be a formidable task to list and expound upon them all.

489. All phases of education are subject to constant scrutiny, revision, improvement, expansion and, at times, rejection and substitution. For our purposes, only four major areas are being considered, conceding that other aspects may be regarded as equally or more significant. It is therefore requested that the following be accepted as representative only of educational thought and activity in vogue today; it is not intended to be an exhaustive expose of current educational processes in the Atlantic Provinces.

A. Centralization versus Decentralization

1. Responsibility for Education; Changing Times

490. In 1867, responsibility for general welfare, along with education, was allocated to the provinces; these in turn passed that responsibility on to the municipalities and school districts. The raising of necessary revenues by the municipalities was by direct taxation.

491. Then came federal participation in the form of unconditional grants for educational purposes, which evolved into assistance with accompanying control; the infusions of funds helped provide much-needed relief in the face of rising demands for higher education. Today, federal aid to education is not labelled such. The assistance is absorbed into the general revenues of the provinces and may or may not be reallocated for expenditures on education. Nonetheless, in each province there exists some degree of centralization, from partial to complete, in the manner of controlling education and educational expenditures.

492. Education costs have been increasing, both relatively and absolutely, very rapidly since World War II. More young people remain in school longer, and there are more of them. The price for education has expanded to the point of being one of the main costs of government. The former system of school finance, property taxes, became obsolete; the tendency now is to endorse the use of consumer and income taxes as a means of financing services and welfare.

493. As costs went up, school boards could not provide services and the system, weakened, broke down. Centralization of school support became a necessity and this was followed by greater centralization of control and the lessening of school board authority.

2. Centralization and Decentralization

494. There are arguments both in favour of and against centralization of control. Central control relieves administrators and teachers of unnecessary local interference and should lead to better programs and facilities. On the other hand, there is an adverse affect upon community involvement and pride, and the foundations of democracy are weakened. Attempts are being made to compensate through new organization and improved communication.

495. Nonetheless, there is as yet no evidence to the effect that educational results or the quality of teaching improves when education is centralized. The schools of the region are much like schools everywhere in Canada: there is the usual grade structure, now being modified in some districts into a continuous progress concept; a specified number of years of public schooling, excluding kindergartens which are just now being considered in some areas, followed by college or university teacher training and technical and trade schools.

496. Oddly enough, a benefit arising from the weakness of the economy plus the growth in the cost and extent of education is the necessity of continuing to seek better ways of doing things - of getting the most for each dollar spent. This necessity has spurred innovation such as occurred in New Brunswick under the Program of Equal Opportunity and which is again coming to the fore in that province.

497. However, even before the days of massive official centralization, local control was always more imagined than real; the central authority regulated such things as the length of the school year, teacher qualifications, standards of work and examinations. It was mainly because of a traditional "hands off" policy by the central authority that restriction was largely unsensed.

3. New Brunswick

498. With reorganization of the municipal structure in 1967, counties were abolished and many functions formerly carried out at the local level such as welfare, justice and education were transferred almost completely to the provincial authorities. The new school boards, reduced to 33 from 422, now had very little authority in practice, since budgets were controlled by the Provincial Treasury Board. An attempt is now being made to reconcile to some extent the seemingly opposite concepts of centralized responsibility and local authority; only time will reveal the results of the experiment.

499. At this time, many educational operations are controlled at centre: school district budgets, teacher allocations and salaries, school transportation, the levying and dissemination of educational funds, curriculum development and higher education, including teacher training. Modifications are being considered in many of these areas with a view to restoring some degree of local involvement and authority to the districts but it is still too soon to assess the results.

4. Newfoundland

500. Unique among the Atlantic Provinces in that for years schools were organized on a denominational basis, Newfoundland's central government provides ninety-five percent of the costs of public schooling, with only a few districts collecting taxes for school purposes. There are three systems yet operating in Newfoundland; legislation in 1969 enabled the United Church, Anglican Church, Presbyterian Church and Salvation Army schools to amalgamate.

501. The other two are the Pentecostal and Roman Catholic systems which cooperate in many ways with the integrated group.

502. Other changes have been taking place in Newfoundland. With the fishing industry on the decline, a program has been established to move the people scattered around the coast to selected centres; this effort has been coupled with greater efforts to establish industry in those centres and to provide larger and better schools. The three hundred school boards have been replaced by thirty-six and the central government has largely succeeded in assigning authority and responsibility to local authorities, while also providing them with the necessary funds to operate their school systems.

5. Prince Edward Island

503. A high degree of centralization has taken place in this island province since 1972 when two hundred and seventeen school districts which controlled their own educational systems were replaced by five larger units. Prince Edward Island has always had good educational standards and it is expected that this record will be maintained as an attempt is made to bring better educational opportunity to all the youth of that province.

504. Prominent among the features of recent centralization was the reorganization of higher education which culminated in the amalgamation of St. Dunstan's University and Prince of Wales College into the University of Prince Edward Island. Also, the Ministry was restructured to four divisions, eliminating the multi-directorate system that previously existed. Generally, education on "the Island" follows the pattern established in the other provinces, and there is a strong trend toward centralization.

6. Nova Scotia

505. In the early 1950's, Nova Scotia became one of the first provinces in Canada to organize and finance education on the basis of a foundation program. The central authority provides funds, as required, to raise the level of education in each area to the foundation standard. Other major changes occurring of late in Nova Scotia include accelerated consolidation of larger units and the establishment of three amalgamated areas comprising several municipal units each.

506. In those three "pilot" areas in which a number of municipal units have associated voluntarily to form amalgamated boards, the action has resulted in significantly improved educational services for a large number of children in those areas, more efficient and appropriate administration, and a higher return on financial outlay.

507. The "Graham Report" recommends the formation of areas in which the jurisdictions of the enlarged county, the regional board of education and a regional division of the Ministry of Education would be coterminous but with provision for a considerable degree of autonomy and involvement at the school level.

7. Higher Education

508. Centralization is again to the fore with the recent organization of the Maritime Provinces Higher Education Commission. The Commissions of Nova Scotia, Prince Edward Island and New Brunswick have been phased out; responsibility for and allocation of funds will be handled by the central commission with representation from all three Provinces.

509. Newfoundland, with its one excellent university, has thus far declined the invitation to become a member of the Maritime Provinces Higher Education Commission.

8. Summary

510. There is a strong move toward centralization in the Atlantic Provinces; this centralization is thought necessary in order to obtain more financial support for education and provide greater equality of educational opportunity.

511. Attempts are being made, within the centralization concept, to permit more local determination in identifying educational needs and in program selection. It is hoped that the centralization of control over higher education will help to make the best use of resources and avoid duplication of effort.

512. Centralization may be good if it provides for higher standards of performance and manpower training that meets the Region's needs, if it eliminates duplication of educational effort and expenditure, and improves the efficiency of the educational systems.

B. The Changing Nature of Tertiary Education in the Atlantic Provinces

1. Expansion and Diversification of Post-Secondary Education

513. In the Atlantic Region, as everywhere else, there was a prodigious and quite unprecedented expansion of post-secondary education during the 1960's. The rate of increase was nearly 20% a year. More than 6,000 Bachelor's degrees and about 400 Master's were awarded in 1970 as against 2,000 and 100 ten years earlier. The number of university teachers went up by more than 100 per year to about 2,400. Splendid and commodious buildings were erected: about $[illegible]0 millions worth in 1969 compared to less

than $5 millions in 1961. The total cost, of course, shot up - from about $18 millions to nearly $80 millions, while the cost per student rose from $1,200 to nearly $3,000 a year.

514. The climate was optimistic and a widespread belief existed that still further expansion of post-secondary education was the necessary condition for material prosperity and social harmony. More expansion took place, new buildings continued to go up, intensive specialization went even further. But most of these developments were along traditional lines and fitted easily into existing structures. There seemed little reason for changing what was clearly attractive.

515. The rapid growth in post-secondary education is attributed to a number of factors: the idea that the young should now go beyond secondary schooling in order to ensure good jobs and security; a more sophisticated economy which required that people receive training at the post-secondary level, a continuing economic boom, and, lastly, the prestige and glamour associated with attendance at post-secondary institutions of learning.

516. The rapid increase in numbers affected the very nature of the institutions themselves. More students were arriving with poorer socio-economic backgrounds and many were of lower academic calibre in the sense that they were more interested in qualifications leading to good job opportunities than they were in theory and abstract notions. The administration and staff prepared a multitude of new courses into programs not always intellectually demanding, usually in the realms of the human and social sciences. This fact helped to create a drift away from the 'hard' subjects.

517. By 1970 shadows were beginning to appear across the system. The involvement of students and even of staff in intellectual and philosophical pursuits seemed somewhat weaker: not much basic, theoretical research was being done; the stranglehold of prescribed courses was stronger and more rigid than ever. Such a situation may have suited mediocre students but it stymied questing, original minds.

2. A Change in Conditions

518. It was enrolment in universities as distinct from the rest of the post-secondary sector that increased most markedly in the sixties; only about one in seven turned towards vocational, technical and professional institutions. This is puzzling, since the latter prepare their students in fields of great relevance to economic and social well-being. The underlying reasons are complex and hard to identify. The most important is probably that the 'degree' is accorded even more prestige in the Atlantic Provinces than elsewhere in Canada or in the U.S.A. Doctoral degrees by comparison, are ranked so high as to cause their holders to be regarded with suspicion, and much speculation exists as to why this must be so.

519. But a change of attitude toward non-degree educational accomplishments is gradually setting in. It is plainly visible that members of trade unions now live at least as comfortably in every way as people in many of the professions and that fact is having its impact on university enrolments. A reaction has set in: numbers no longer climb upwards; a plateau has been

reached. Indeed, the steadiness in the number of registrations is so obvious that it can be due only to the operation of clear and resolute financial policies which, for instance, discourage the development of new programs at certain levels and in some fields. Only in the part-time sector is there marked increase in enrolment.

520. The rather sudden change to almost zero growth had had its effect: the university climate is now less buoyant, building proposals have become more austere; there are few increases in staff and less staff mobility. For a time, a mild competition for students developed but there was no crisis. "Business as usual" was the policy although it could be argued that entrance requirements have been softened. Also, school records have been accorded greater significance, and part-time and mature students are welcomed more warmly than they once were.

521. Several other developments reveal the presence of the winds of change: while paying tribute to the notion of excellence associated with smaller universities, existing institutions steadfastly resist the creation of more such centres of learning; this could be due to a fear that more competition may adversely affect their enrolments. Again, the requirement that students live on or near the campus has been relaxed considerably.

522. Also the increasingly strong demand for post-graduate work at the Master's and Doctor's levels poses serious financial, staff and administrative problems to existing universities which are able to comply in a limited fashion only. Several organizations or institutes are attempting to help resolve the problem:

a. The Association of Atlantic Universities is slowly becoming more active and purposeful. It has been agreed that all proposals for new courses and programs must be discussed and approved by its committees.

b. A Maritime Provinces Higher Education Commission will be influencing the governments of Nova Scotia, Prince Edward Island and New Brunswick regarding the size and mode of allocation of grants to higher education.

c. Some universities have begun joint operation of summer schools.

d. The Atlantic Institute of Education is endeavouring to promote maximum cooperation among all institutions concerned with teacher education in the four provinces. It has also established an Open Access Plan which will make it possible for post-graduate students to use all the learning resources available in the whole region in the pursuit of their aims.

3. The Changing Role of Universities

523. It appears that the role of the universities is being modified, first, because their custodial function is being transformed and diminished radically

by the impact of modern city life. In the coming years they will be deeply affected, too, by the gradually increasing median age of the student body as more and more 'mature students' enter after spending years earning their living in factory, farm or office. They are, in fact, changing from colleges, in the old-fashioned meaning of the term, into institutions offering and evaluating prescribed courses and programs.

524. Secondly, they continue to serve the community, but to an ever increasing extent share this function with non-degree granting institutions and with voluntary institutions of all kinds.

4. Alternatives to University Training

525. Universities are slow to change. So when new demands arise it is usual to establish new institutions by the side of the old. At first these are of lower status but as time goes by they rise in prestige. These new demands, not easily met by universities geared to a ladder of degrees, fixed programs, conventional techniques, and so on, can be listed:

a. Large numbers wish to upgrade their skills or bring their knowledge up to date. Technical and vocational colleges, flexible in their requirements, offer an alternative to the university route;

b. Institutes of technology are becoming acceptable alternatives to universities for the acquisition of much needed skills such as medical or nursing technology;

c. An increasing number of people, young and older, unable to afford the expenditure of time and the foregoing of earnings, are finding that universities are more readily accepting them as part-time students.

526. Thus, at present students leaving high schools of the Atlantic Region need not travel the university route to obtain or maintain well paid posts requiring specialized knowledge; there are many alternative routes although they do not provide a degree - but that is probably simply a matter of time. Master's and Doctor's degrees will become more possible to obtain by the initiation of weekend courses and programs, and the previously discussed Open Access Plan will enable enrolled students to obtain programs planned largely by themselves and tailored to their needs and desires, theses and papers will be evaluated and graded by acknowledged authorities. Master's or Doctor's degrees will be awarded.

527. Valid alternatives to university education, such as well equipped and staffed vocational, trade and technical schools plus a proliferation of adult training and recycling establishments, are beginning to dot the educational map. With their arrival, the face of post-secondary education in Atlantic Canada is changing.

C. The Expectations of Society with Respect to the Public School

528. For the past twenty years, our society has been attempting to adjust itself to radical and constant change. Almost belatedly have we attempted

to relocate our schools in an already full-blown twentieth century. Innovation has followed innovation at a dizzying pace in our school buildings, programs, teaching aids, teaching methods and administrative structure.

529. Some of the changes enjoyed their brief moment of glory and quietly faded away only to be replaced by yet newer ones. Others, however, captured the imagination of educators and continue to affect our systems.

530. In the midst of all this, what did the public, particularly the parents of the children served by our schools, think? To what extent did each innovation measure up to what they expected of the schools? Unfortunately, their expectations are rarely verbalized. They generally know when they are dissatisfied and are becoming more quick in the expression of dissatisfaction. But such expression usually has to do with aspects of the system which are not specifically educational - things they "understand", for many are the things that bewildered parents don't understand about today's educational systems.

531. It has become more necessary for the public to depend upon their representatives, the school board members, to speak and act for them. The fact is that the board members in their turn must follow the advice of their professional staff with respect to the finer points of education and content themselves with involvement in "brick and mortar" issues such as busing, building repairs, heating, and so on.

532. A vague but steadily increasing doubt has descended upon the general populace with respect to the kind and frequency of change being adopted by educators and government authorities. The public does not necessarily agree that "bigger is better" in terms of school buildings and school populations. People seriously question whether transporting students many miles to a central junior or senior high school makes for more complete, better educated adults. In every exchange or compromise, something good may be lost. In this case what may be suffering is the young person's sense of identity, of belonging, and the success of a child's efforts to learn to be himself will depend upon the warm understanding and sympathetic encouragement of a person, the teacher, and that is what people hope their children encounter through their formative years, but it doesn't always happen that way. Young people, sometimes as young as five years, are bused away from the security of their own communities into large complexes where they barely get to know the five or six teachers they are exposed to each day. The teachers, confronted by about two hundred and fifty students per day can hardly be expected to know them very well either.

533. The knowledge explosion makes it more obvious each day that the real academic task of the school is to provide the students with a measure of literacy that will enable them to educate themselves throughout their lifetime. This, parents want their schools to do. And they want it done in an atmosphere of security and loving concern.

534. Man has made magnificent progress in every area except in his ability to live in peace and harmony with his fellowman. If our schools are to serve the needs of society, we must ensure that their 'clients' are not just

better educated and more skillful, but that they are, in the true sense of the word, more human. That, too, parents - the public - wants. To sacrifice that end result, no matter how successful we are in every other area, would be disastrous.

D. The Professionalization of Teaching

1. The Road to Recognition

535. Teacher organizations in Atlantic Canada, as elsewhere in the Country, maintain that the primary reasons for their existence are to improve the status of the teaching profession, to cooperate with educational authorities in their jurisdictions and to offer the highest possible quality of educational services to the public.

536. There have been over the years many obstacles to the realization of their professional goals: lack of finances, social and cultural orientation of the public, inadequacy of educational systems and little opportunity for teacher influence upon those systems.

537. With the changes that have taken place in education since the Second World War came an awareness that education and material well-being were closely related. With increased local, provincial and federal financial contribution to education came better salaries and working conditions for teachers. This occasioned greater involvement by the teachers' organizations in the influencing and development of more effective education policy; participation by teachers in provincial committees became frequent and welcome.

2. The Professionalization of Teachers

538. Teachers and their professional organizations in the Atlantic Region have long been advocating measures for improving the professional status and efficiency of their calling. To that end they pressed for the extension of pre-service training with the result that teachers with at least one degree now outnumber those with one or two years of training. Many are going on for a second and even a third degree in their areas of specialization.

539. With growing professionalism there developed a greater awareness of the worth and dignity of the individual, with the fact that different people learn in different ways and at varying rates of speed, and that education is a continuing process involving the whole person.

540. So now there is greater insistence by teachers on better learning conditions for students, more flexibility in programs, effective support services such as guidance, and provision of enhanced courses in art, music, physical education and communications. More and more are teacher representatives going to the public via the various media to bring their professional opinions to bear upon the decision-makers - the public in general and politicians in particular.

3. Teacher Involvement in Planning

541. A few examples will serve to indicate how far teachers have come from the days when they were regarded simply as technicians trained to carry out policies and programs initiated by a higher authority. Members of the teaching profession are now included when forming planning committees at all levels and are regarded as especially helpful when experimental programs are being considered. Both pre-service and in-service training of teachers benefit from the assistance provided by teachers' organizations and there is continuous liaison between the teachers and the Ministry. Not all teachers, of course, welcome the opportunity to be intimately contributing to all phases of educational planning, but the number involved is significant, as is the impact. The contribution that teachers can made to education is also manifested in the collegiality with which most schools are now operated.

542. Therefore, as the education scene changes, as programs become tailored to students, as facilities improve, and as increasingly greater amounts of money and energy are expended in the search for a better educational system, so does the teaching profession seek to grow and to improve the status of its members and the quality of instruction. Teachers realize that, given the complexity of society, they must help provide the means whereby the young may locate themselves within that society and prepare themselves to cope with it.

543. Conclusion. Over many years, together and separately, the Atlantic Provinces of Canada have striven to develop educational systems suited to the needs of their people. In so doing, they have not been averse to employing ideas nurtured elsewhere. On the other hand, they have also been boldly innovative in cultivating programs and approaches tailored to their own requirements. The result is that there exists in the Atlantic Region of Canada systems of education which differ in many respects from those in operation elsewhere in the Country, systems peculiar to those four provinces and designed in part at least, to perpetuate and improve a style of life not entirely different from that experienced in their sister provinces, but yet with its own flavour, attractions and values. Life is less hurried in the Atlantic Provinces. It is not a land of superlatives; it is a land of peace.

Supplementary Statistical Information
obtained from
Statistics Canada, 1974
Atlantic Provinces, Selected Years

List of Tables

		Page
1.	Schools, Full-time Teachers and Enrolment for the Blind and Deaf	105
2.	Total Elementary and Secondary Schools	106
3.	Kindergarten Enrolment	107
4.	Elementary - Secondary Enrolment	108
5.	Total Full-time Teachers	109
6.	Total Full-time Enrolment, Related to Relevant Age Groups	110
7.	Percentage of the Population Aged 15 to 17 Years Attending School	111
8.	Grade XII Enrolment Related to Grade II Enrolment Ten Years Earlier	112
9.	Full-time Non-university and University Enrolment	113
10.	Proportion of Females in Non-universities and Universities	114
11.	Part-time University Enrolment	115
12.	Full-time Teachers in Regular Public Schools, by Teaching Level and Sex, and Percentage Distribution by Degree Qualification	116
13.	Course Registrations in Formal Continuing Education Courses Offered by Departments of Education and Universities for 1960-61, 1970-71 to 1972-73	118
14.	Finance	120

TABLE 11

SCHOOLS, FULL-TIME TEACHERS AND ENROLMENT,
FOR THE BLIND AND DEAF
ATLANTIC PROVINCES, SELECTED YEARS

Province	Schools			Teachers			Enrolments		
	66-67	71-72	72-73	66-67	71-72	72-73	66-67	71-72	72-73
Newfoundland	1	1	1	19	22	21	121	145	134
Prince Edward Island	1	1	1	2	2	2	16	12	10
Nova Scotia	2	2	2	63	93	95	379	457	488
New Brunswick	-	-	-	-	-	-	-	-	-
TOTAL	4	4	4	84	117	118	516	614	632

TABLE 12

TOTAL ELEMENTARY AND SECONDARY SCHOOLS[1] FOR THE ATLANTIC PROVINCES

Selected Years

	1961-62	1966-67	1971-72	1972-73	1973-74^P	1974-75^E	1975-76^E
Newfoundland	1,221	1,168	785	758	749	744	739
Prince Edward Island	446	377	188	109	101	94	89
Nova Scotia	1,280	881	673	671	667	662	651
New Brunswick	1,314	1,018	561	559	562	560	558
Atlantic Provinces	4,261	3,444	2,207	2,097	2,079	2,060	2,037

1 - Public, Private, Federal (Does not include private kindergarten and nursery)

P = Preliminary E = Estimate

TABLE 13

KINDERGARTEN ENROLMENT FOR ATLANTIC PROVINCES

Selected Years

	1956-57	1961-62	1966-67	1971-72	1972-73	1973-74[P]	1974-75[E]	1975-76[E]
(Public, Private[1], Federal)								
Newfoundland	2,444	5,747	8,381	12,927	12,656	12,670	12,870	12,440
Prince Edward Island	50	86	-	10	11	11	10	10
Nova Scotia	15,702	18,117	18,732	15,652	14,970	14,758	14,160	14,730
New Brunswick	34	66	68	177	193	177	180	190
TOTAL	18,230	24,016	27,181	28,766	27,830	27,616	27,220	27,370
Private Kindergarten & Nursery Schools								
Newfoundland	-	-	54	70	76	76	80	80
Prince Edward Island	-	-	139	277	681	741	800	860
Nova Scotia	-	-	358	266	367	387	410	430
New Brunswick	-	-	883	437	374	391	410	430
TOTAL	-	-	1,434	1,050	1,498	1,595	1,700	1,800

1 - Excludes private kindergarten and nursery schools
P = Preliminary E = Estimate

TABLE 14

ELEMENTARY SECONDARY ENROLMENT FOR ATLANTIC PROVINCES

Selected Years

	1956-57	1961-62	1966-67	1971-72	1972-73	1973-74^{P}	1974-75^{E}	1975-76^{E}
	PUBLIC, PRIVATE[1] FEDERAL							
Total Elementary - Secondary: (kindergarten and up)								
Newfoundland	108,221	134,317	149,527	163,564	162,566	160,660	159,640	158,210
Prince Edward Island	23,189	26,343	28,911	30,636	29,405	29,197	28,730	27,980
Nova Scotia	166,299	193,600	205,939	216,750	213,280	209,541	205,520	202,200
New Brunswick	133,862	158,430	168,777	177,066	175,191	171,519	167,580	164,050
TOTAL	431,571	512,690	553,154	588,016	580,442	570,917	561,470	552,440
	PRIVATE[1]							
Total Elementary - Secondary: (kindergarten and up)								
Newfoundland	113	570	1,175	746	843	920^{E}	930	930
Prince Edward Island	1,345	639	345	-	-	-	-	-
Nova Scotia	5,376	6,470	4,508	1,405	1,394	1,290^{E}	1,220	1,120
New Brunswick	2,332	2,574	1,389	398	636	610^{E}	570	530
TOTAL	9,166	10,253	7,417	2,549	2,873	2,820	2,720	2,580

1 - Excludes private kindergarten and nursery schools enrolment

P - Preliminary E = Estimate

TABLE 15

TOTAL FULL-TIME TEACHERS - ATLANTIC PROVINCES

Selected Years

	1956-57	1961-62	1966-67	1971-72	1972-73	1973-74^{P}	1974-75^{E}	1975-76^{E}
Elementary-Secondary: (Public, private, federal)								
Newfoundland	3,368	4,537	5,681	6,710	6,955	6,920	6,905	6,865
Prince Edward Island	874	1,050	1,333	1,643	1,634	1,562	1,524	1,463
Nova Scotia	6,009	7,264	8,260	9,995	10,202	10,190	10,138	10,072
New Brunswick	4,971	6,216	7,026	8,029	8,053	7,925	7,780	7,656
TOTAL	15,222	19,067	22,300	26,377	26,844	26,597	26,347	26,056
Non-University:^{E}								
Newfoundland	-	-	-	123	128	146	150	155
Prince Edward Island	-	-	-	56	50	66	65	70
Nova Scotia	-	-	-	274	258	276	280	285
New Brunswick	-	-	-	248	239	130	120	120
TOTAL	-	-	-	701	675	618	615	630
University:								
Newfoundland	-	-	-	574	625	706	570	570
Prince Edward Island	-	-	-	124	121	122	110	110
Nova Scotia	-	-	-	1,265	1,309	1,389	1,430	1,480
New Brunswick	-	-	-	818	841	1,022	1,030	1,040
TOTAL	-	865^{E}	1,495^{E}	2,781^{1}	2,896^{1}	3,239^{2}	3,140^{2}	3,200^{2}

P = Preliminary E = Estimate

1 - Excludes sabbatical leave 2 - Includes sabbatical leave

TABLE 16

TOTAL FULL-TIME ENROLMENT RELATED TO RELEVANT AGE GROUPS - ATLANTIC PROVINCES

Selected Years

	Nfld.	P.E.I.	N.S.	N.B.	Total
1956-57					
Kdgn - 5 yr. old[1]	19.2	1.9	91.3	0.2	38.1
1 - XII - 6-17 yr. old[1]	92.1	94.1	90.2	92.2	91.5
Post-sec. - 18-24 yr. old[2]	2.2	5.6	8.2	17.1	6.3
1961-62					
Kdgn - 5 yrs.[1]	44.6	3.6	105.3	0.4	50.3
1 - XII - 6-17 yrs[1]	92.4	95.1	93.1	94.5	93.5
Post-sec. - 18-24 yrs.[2]	5.0	10.3	11.0	10.6	9.4
1966-67					
Kdgn - 5 yrs.[1]	60.7	-	105.2	0.4	54.9
1 - XII - 6-17 yrs.[1]	93.2	99.0	95.7	97.0	95.6
Post-sec. - 18-24 yrs.[2]	9.0	12.1	14.5	14.1	12.8
1971-72					
Kdgn - 5 yrs.[1]	95.2	0.4	99.5	1.3	64.2
1 - XII - 6-17 yrs.[1]	95.8	100.4	98.0	100.7	98.3
Post-sec. - 18-24 yrs.[2]	13.0	17.5	19.4	16.3	16.7
1972-73					
Kdgn - 5 yrs.[1]	95.9	0.5	101.8	1.6	65.8
1 - XII - 6-17 yrs.[1]	94.9	97.3	97.4	100.3	97.6
Post-sec. - 18-24 yrs.[2]	12.3	14.2	18.1	13.9	15.1

1 - Includes public, private and federal schools, but excludes private kindergarten and nursery schools

2 - Post-secondary students in non-university institutions and universities

TABLE 17

PERCENTAGE OF THE POPULATION AGED 15 TO 17 YEARS ATTENDING SCHOOL[1] - ATLANTIC PROVINCES

Selected Years

	61-62		66-67		71-72		72-73	
	M	F	M	F	M	F	M	F
Newfoundland								
15 years	95.2	96.6	87.1	89.5	93.2	91.6	93.7	92.7
16 years	73.1	64.6	78.8	72.1	75.2	73.9	77.2	72.0
17 years	39.3	30.2	46.6	35.5	46.1	40.2	39.1	31.7
Prince Edward Island								
15 years	81.6	103.4	88.0	92.5	89.3	98.3	85.8	94.0
16 years	66.0	82.9	69.2	76.7	78.9	89.1	71.1	90.3
17 years	44.9	50.4	55.2	63.3	58.0	61.2	53.7	58.3
Nova Scotia								
15 years	92.7	95.3	94.0	93.3	91.4	93.2	92.5	96.3
16 years	68.3	69.8	79.2	82.0	80.0	82.4	78.6	82.5
17 years	46.5	41.6	55.9	57.1	60.1	59.9	58.4	57.9
New Brunswick								
15 years	89.5	90.3	89.7	90.6	92.3	92.8	96.8	95.9
16 years	62.2	63.5	75.1	78.8	83.4	83.4	83.9	84.2
17 years	48.4	42.3	58.7	57.2	63.7	57.9	61.6	57.1
Atlantic Provinces								
15 years	91.7	94.5	90.4	91.5[1]	92.1	92.9	93.8	95.1
16 years	67.5	67.1	77.2	77.9	79.7	80.8	79.5	80.6
17 years	45.2	39.2	54.3	51.7	57.2	53.9	53.9	50.5

1 - Elementary and secondary levels of public, private and federal schools

TABLE 18

GRADE XII ENROLMENT[1] RELATED TO GRADE II ENROLMENT TEN YEARS - ATLANTIC PROVINCES

Selected Years

	1961-62	1966-67	1971-72	1972-73
Prince Edward Island	33.0	47.7	52.4	51.5
Nova Scotia	25.9	33.7	52.0	53.4
New Brunswick	33.1	50.7	61.9	62.0
TOTAL	29.6	42.4	56.4	57.0
Newfoundland (Grade XI related to Grade 11 nine years earlier)	42.7	46.9	67.3	66.6
Atlantic Provinces (Nfld - Grade XI to Grade 11, PEI, N.S. & N.B. - Grade XII to Grade 11)	33.0	43.7	59.5	59.6

1 - Regular public, private and federal schools

NOTE: Figures are adjusted for migration

TABLE 19

FULL-TIME NON-UNIVERSITY AND UNIVERSITY ENROLMENT

ATLANTIC PROVINCES - Selected Years

	1956-57	1961-62	1966-67	1971-72	1972-73	1973-74	1974-75	1975-76
Non-University:								
Newfoundland	225	507	1,104	1,548	1,491	1,628	1,680	1,720
Prince Edward Island	208	285	195	584	490	860	890	920
Nova Scotia	1,247	1,711	2,197	2,893	2,477	2,509	2,560	2,640
New Brunswick	1,046	1,435	2,668	2,506	1,969	1,236	1,180	1,150
TOTAL	2,726	3,938	6,164	7,531	6,427	6,233	6,310	6,430
University (Undergraduate)								
Newfoundland	731	1,740	3,824	6,725	6,950	6,085	5,820	5,760
Prince Edward Island	310	683	1,139	1,771	1,581	1,419	1,290	1,250
Nova Scotia	4,445	6,125	9,189	15,321	14,934	14,939	15,410	16,030
New Brunswick	2,754	4,384	6,423	10,301	9,659	9,962	10,250	10,540
TOTAL	8,240	12,932	20,575	34,118	33,124	32,405	32,770	33,580
University (Graduates)								
Newfoundland	9	17	69	352	359	333	310	310
Prince Edward Island	-	-	-	-	-	-	-	-
Nova Scotia	64	172	522	970	1,162	1,157	1,160	1,160
New Brunswick	37	149	439	651	570	503	480	500
TOTAL	110	338	1,030	1,973	2,091	1,993	1,950	1,970
Total University								
Newfoundland	740	1,757	3,893	7,077	7,309	6,418	6,130	6,070
Prince Edward Island	310	683	1,139	1,771	1,581	1,419	1,290	1,250
Nova Scotia	4,509	6,297	9,711	16,291	16,096	16,096	16,570	17,190
New Brunswick	2,791	4,533	6,862	10,952	10,229	10,465	10,730	11,040
TOTAL	8,350	13,270	21,605	36,091	35,215	34,398	34,720	35,550

TABLE 20

PROPORTION OF FEMALES IN NON-UNIVERSITIES AND UNIVERSITIES - ATLANTIC PROVINCES

Selected Years

			Percent		
	1956-57	1961-62	1966-67	1971-72	1972-73
Non-University:					
Newfoundland	-	100.0	55.2	57.5	61.7
Prince Edward Island	-	89.1	100.0	67.1	70.4
Nova Scotia	-	85.4	81.0	64.7	62.7
New Brunswick	-	85.4	69.3	69.9	65.1
TOTAL	-	87.6	71.9	65.1	63.8
University (undergraduate)					
Newfoundland	34.2	36.3	36.5	38.1	38.1
Prince Edward Island	18.4	31.6	39.6	44.1	43.8
Nova Scotia	23.6	27.6	34.1	40.2	41.6
New Brunswick	20.8	22.6	30.5	37.9	39.5
TOTAL	23.4	27.3	33.7	39.3	40.3
University (graduate)					
Newfoundland	-	23.5	11.6	25.0	25.6
Prince Edward Island	-	-	-	-	-
Nova Scotia	34.3	30.8	20.9	29.9	26.5
New Brunswick	16.2	8.7	12.5	24.4	21.6
TOTAL	25.5	20.7	16.7	27.2	25.0
Total University					
Newfoundland	33.8	36.1	36.1	37.4	37.5
Prince Edward Island	18.4	31.6	39.6	44.1	43.8
Nova Scotia	23.8	27.7	33.4	39.5	40.5
New Brunswick	20.7	22.1	29.3	37.1	38.5
TOTAL	23.4	27.1	32.9	38.6	39.4

TABLE 21

PART-TIME UNIVERSITY ENROLMENT[1]

ATLANTIC PROVINCES - Selected Years

	1966-67	1971-72	1972-73^P	1973-74^E	1974-75^E	1975-76^E
Newfoundland	881	3,708	3,478	3,819	4,090	4,330
Prince Edward Island	409	1,197	919	1,047	1,080	1,110
Nova Scotia	1,774	3,342	3,562	4,166	4,570	4,970
New Brunswick	3,385	4,668	4,883	4,999	5,120	5,240
TOTAL	6,449	12,915	12,792	14,031	14,860	15,650

1 - Undergraduate and Graduate Enrolment

E = Estimate P = Preliminary

TABLE 22

FULL-TIME TEACHERS IN REGULAR PUBLIC SCHOOLS BY TEACHING LEVEL AND SEX AND PERCENTAGE DISTRIBUTION BY DEGREE QUALIFICATION FOR THE ATLANTIC PROVINCES

Selected Years

		1969-70			1970-71			1971-72		
		T	M	F	T	M	F	T	M	F
Nfld: Elementary										
Master's & higher	%	1.0	2.1	0.6	1.3	2.7	0.8	1.6	3.5	0.8
Bachelor's	%	14.7	27.0	10.4	20.0	34.5	14.2	26.3	40.6	20.3
No degree	%	84.3	70.9	89.0	78.7	62.8	85.0	72.1	55.9	78.9
Sub-Total	#	4679	1213	3466	4832	1384	3448	4891	1435	3456
Nfld: Secondary										
Master's & higher	%	4.8	4.3	6.2	5.8	5.4	6.9	6.3	5.9	7.5
Bachelor's	%	51.9	54.5	45.0	57.1	59.6	50.3	63.8	65.1	59.9
No degree	%	43.3	41.2	48.8	37.1	35.0	42.8	29.9	29.0	32.6
Sub-Total	#	1363	1185	451	1605	1170	435	1757	1328	429
TOTAL	#	6315	2398	3917	6437	2554	3883	6648	2763	3885
Prince Edward Is. Elementary										
Master's & higher	%	0.6	1.6	0.4	0.7	2.7	0.4	1.3	2.8	1.0
Bachelor's	%	9.0	33.1	5.7	13.0	38.4	9.1	20.1	51.7	14.2
No degree	%	90.4	65.3	93.9	86.3	58.9	90.5	78.6	45.5	84.8
Sub-Total	#	1031	127	904	1099	146	953	1123	176	947
PEI Secondary										
Master's & higher	%	5.5	5.7	5.2	6.1	6.5	5.6	6.0	8.0	3.2
Bachelor's	%	53.0	64.6	37.0	57.2	69.4	40.7	61.6	70.1	49.8
No degree	%	41.5	29.7	57.8	36.7	24.1	53.7	32.4	21.9	47.0
Sub-Total	#	455	263	192	507	291	216	516	301	215
TOTAL	#	1486	390	1096	1606	437	1169	1639	477	1162
Nova Scotia Elem.										
Master's & higher	%	2.5	8.5	1.5	2.7	8.8	1.4	3.0	8.8	1.7
Bachelor's	%	22.9	45.0	18.9	26.2	48.6	21.6	29.5	51.0	24.3
No degree	%	74.6	46.5	79.6	71.1	42.6	77.0	67.5	40.2	74.0
Sub-Total	#	6398	989	5409	6593	1126	5467	6501	1245	5256

TABLE 22

FULL-TIME TEACHERS IN REGULAR PUBLIC SCHOOLS

..................CONT'D....................

	1969-70			1970-71			1971-72		
	T	M	F	T	M	F	T	M	F
Nova Scotia Secondary									
Master's & higher	% 12.7	14.9	9.9	12.7	14.6	10.3	13.1	15.0	10.3
Bachelor's	% 55.0	60.1	48.5	57.5	61.7	51.9	58.0	61.2	53.4
No degree	% 32.3	25.0	41.6	29.8	23.7	37.8	28.9	23.8	36.3
Sub-Total	# 3045	1710	1335	3406	1935	1471	3368	1991	1377
TOTAL	# 9443	2649	6744	9999	3061	6938	9869	3236	6633
New Brunswick Elementary									
Master's & higher	% 0.8	2.9	0.4	0.9	3.3	0.4	1.4	4.6	0.6
Bachelor's	% 17.9	44.8	12.8	22.4	51.1	16.3	27.7	58.5	20.4
No degree	% 81.3	52.3	86.8	76.7	45.6	83.3	70.9	36.9	79.0
Sub-Total	# 5172	830	4342	5215	917	4298	5180	993	4187
New Brunswick Secondary									
Master's & higher	% 6.7	8.4	4.3	7.1	8.9	4.5	7.5	9.0	5.3
Bachelor's	% 54.0	61.0	44.2	58.3	63.6	50.6	61.8	66.2	55.0
No degree	% 39.3	30.6	51.5	34.6	27.5	44.9	30.7	24.8	39.7
Sub-Total	# 2650	1538	1112	2682	1593	1089	2776	1671	1105
TOTAL	# 7822	2368	5454	7897	2510	5387	7956	2664	5292
Atlantic Provinces Elementary									
Master's & higher	% 1.5	4.3	0.9	1.7	4.8	0.9	2.0	5.5	1.1
Bachelor's	% 18.4	37.6	14.1	22.6	43.4	17.3	27.5	49.1	21.5
No degree	% 80.1	58.1	85.0	75.7	51.8	81.8	70.5	45.4	77.4
Sub-Total	#17280	3159	14121	17739	3573	14166	17695	3849	13846
Secondary									
Master's & higher	% 8.6	9.5	7.0	9.1	10.1	7.5	9.4	10.4	7.7
Bachelor's	% 53.8	59.3	45.7	57.7	62.3	50.5	60.7	64.3	54.6
No degree	% 37.6	31.2	47.3	33.2	27.6	42.0	29.9	25.3	37.7
Sub-Total	# 7786	4696	3090	8200	4989	3211	8417	5291	3126
TOTAL	#25066	7855	17211	25939	8562	17377	26112	9140	16972

TABLE 23

COURSE REGISTRATIONS[1] IN FORMAL CONTINUING EDUCATION COURSES OFFERED BY DEPARTMENTS OF EDUCATION[2] AND UNIVERSITIES FOR 1960-61[3], 1970-71 TO 1972-73[3]

		NFLD	P.E.I.	N.S.	N.B.	TOTAL
Department of Education:						
Credit: Academic	1960-61	1218	-	1204	1714	4136
	1970-71	9399	4769	10839	6827	31834
	1971-72	10442	4678	7852	6244	29216
	1972-73	8493	3566	8102	5904	26065
Vocational/ Career	1960-61	1553	620	5491	5837	13501
	1970-71[4]	3044	910	5818	3667	13439
	1971-72[5]	2209	758	6137	2720	11824
	1972-73[5]	1879	510	5768	2575	10732
Non-Credit: (Formal courses only)	1960-61	-	-	3533	2333	5866
	1970-71[4]	963	2676	11592	6144	21375
	1971-72	7800	3948	12753	6389	30890
	1972-73	7812	4526	16470	6920	35728
Total Dept. of Education	1960-61	2771	620	10228	9884	23503
	1970-71	13406	8355	28249	16638	66648
	1971-72	20451	9384	26742	15353	71930
	1972-73	18184	8602	30340	15399	72525

1 - Registrations are larger than the number of students because some may be registered in two or more courses (activities)

2 - Includes school boards, correspondence study, public trade schools and colleges. There were few "colleges" in 1960-61.

3 - Refers to a complete 12 month period (July 1 - June 30)

4 - No college data were available for 1970-71

5 - Credit course registration data are estimates based on actual student enrolments

TABLE 23

COURSE REGISTRATIONS[1] IN FORMAL CONTINUING EDUCATION COURSES OFFERED BY DEPARTMENTS OF EDUCATION[2] AND UNIVERSITIES FOR 1960-61[3], 1970-71 TO 1972-73[3]

........................Continued........................

		NFLD	P.E.I.	N.S.	N.B.	TOTAL
Universities:						
Credit[5] (regular summer session & correspondence)	1960-61	110	-	1650	5377	7137
	1970-71	8186	2752	10661	12120	33719
	1971-72	8649	3257	10236	12039	34181
	1972-73	8495	3084	11012	11547	34138
Non-credit (formal courses only)	1960-61	434	-	5357	3049	8840
	1970-71	505	323	3751	2764	7343
	1971-72	2586	432	4095	2479	9592
	1972-73	2924	251	5723	3565	12463
Univ. TOTAL	1960-61	544	-	7007	8426	15977
	1970-71	8691	3075	14412	14884	41062
	1971-72	11235	3689	14331	14518	43773
	1972-73	11419	3335	16735	15112	46601
Total Credit Course Registrations	1960-61	2881	620	8345	12928	24774
	1970-71	20629	8431	27318	22614	78992
	1971-72	21300	8693	24225	21003	75221
	1972-73	18867	7160	24882	20026	70935
Total Non-Credit Course Registrations	1960-61	434	-	8890	5382	14706
	1970-71	1468	2999	15343	8908	28718
	1971-72	10386	4380	16848	8868	40482
	1972-73	10736	4777	22193	10485	48191
Total course Registration	1960-61	3315	620	17235	18310	39480
	1970-71	22097	11430	42661	31522	107710
	1971-72	31686	13073	41073	29871	115703
	1972-73	29603	11937	47075	30511	119126

TABLE 24

EXPENDITURES ON EDUCATION AND TOTAL GOVERNMENTAL EXPENDITURES, NET, FOR CANADA AND THE ATLANTIC PROVINCES SELECTED YEARS

	1956-57						1961-62					
	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.
EXPENDITURES Elementary & Secondary												
Public	735011	11402	2306	25772	21009	60489	1426198	20096	4611	45011	32871	102589
Special[1]	6975	94	10	284	155	543	13175	270	25	871	444	1610
Private	21489	-	64	453	322	839	60086	151	143	1082	1252	2668
Sub-Total	763475	11496	2380	26509	21486	61871	1499459	20557	4779	46964	34567	106867
Post Secondary:												
Non-University[2]	32186	417	151	1034	953	2555	58428	561	236	2506	1636	4939
University	116109	"	"	"	"	9797	310629	3593	1099	9434	7347	21473
Sub-Total	148295	"	"	"	"	12352	369057	4154	1335	11940	8983	26412
Vocational Training[3]:	23378	516	81	839	618	2054	62155	4589	421	1885	2535	9430
TOTAL	935148	"	"	"	"	76277	1930671	29300	6535	60789	46085	142709
SOURCES OF FUNDS												
Federal Government	69477	"	"	"	"	6333	161023	4762	921	5722	4526	15931
Provincial Governments	374052	"	"	"	"	38369	852563	21180	3593	25895	14783	65451
Municipal Governments	394337	"	"	"	"	24138	691229	205	1412	21054	19668	42339
3-levels of Government	837866	"	"	"	"	68840	1704815	26147	5926	52671	38977	123721
Fees & Other	97282	"	"	"	"	7437	225856	3153	609	8118	7108	18988
TOTAL	935148	"	"	"	"	76277	1930671	29300	6535	60789	46085	142709
PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS												
Federal Government	7.4	"	"	"	"	8.3	8.3	16.2	14.1	9.4	9.8	1.2
Provincial Governments	40.0	"	"	"	"	50.3	44.2	72.3	55.0	42.6	32.1	45.8
Municipal Governments	42.2	"	"	"	"	31.7	35.8	0.7	21.6	34.6	42.7	29.7
3-levels of Government	89.6	"	"	"	"	90.3	88.3	89.2	90.7	86.8	84.6	86.7
Fees and Other	10.4	"	"	"	"	9.7	11.7	10.8	9.3	13.4	15.4	13.3
TOTAL	100.0	"	"	"	"	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL GOVERNMENTAL EXPENDITURES, NET:												
Federal Government	"	"	"	"	"	"	6453686	"	"	"	"	"
Provincial Governments	"	"	"	"	"	"	3036776	82188	18990	106284	89158	296620
Municipal Governments	"	"	"	"	"	"	2269592	8500	6356	54908	44526	114290
TOTAL	"	"	"	"	"	"	11760054	"	"	"	"	"

TABLE 24

	1966-67						1970-71					
	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl Prov
EXPENDITURES												
Elementary & Secondary												
Public	2670686	36019	9348	69486	65894	180747	4704024	75189	17309	128445	116739	337692
Special[1]	28625	519	38	925	1033	2515	34918	859	33	1042	1355	3289
Private	91631	350	114	1579	1034	3077	141484	1175	30	1783	1056	4044
Sub-Total	2790942	36888	9500	71990	67961	186339	4880426	77223	17372	131270	119150	345015
Post Secondary												
Non-University[2]	124965	1785	269	3497	3114	8665	428305	4396	1134	8242	5052	18824
University	991647	24195	2317	44925	26735	98172	1829604	22992	5980	90918	41606	161496
Sub-Total	1116612	25980	2586	48442	29849	106637	2257909	27388	7114	99160	46658	180320
Vocational Training[3]	247691	10344	860	13387	6666	31257	461920	18366	4473	39698	16851	79388
TOTAL	4155245	73212	12946	133799	104476	324433	7600255	122977	28959	270128	182659	604723
SOURCES OF FUNDS												
Federal Government	539352	8621	1286	23183	11349	44433	862285	21475	7031	40203	32065	100774
Provincial Governments	1985081	56490	7476	53289	38992	156247	4228385	88278	17521	143158	136194	385151
Municipal Governments	1155548	654	2727	30645	33325	67351	1719226	649	3850	48006	-	52505
3-levels of Government	3679981	65765	11489	107117	83666	268037	6809896	110402	28402	231367	168259	538430
Fees & Other	475264	7447	1457	26682	20810	56396	790359	12575	557	38761	14400	66293
TOTAL	4155245	73212	12946	133799	104476	324433	7600255	122977	28959	270128	182659	604723
PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS												
Federal Government	13.0	11.8	9.9	17.3	10.9	13.7	11.6	17.5	24.3	14.9	17.5	16.6
Provincial Governments	47.8	77.2	57.7	39.9	37.3	48.2	55.4	71.8	60.5	53.0	74.6	63.7
Municipal Governments	27.8	0.8	21.1	22.9	31.9	20.7	22.6	0.5	13.3	17.8	-	8.7
3-levels of Government	88.6	89.8	88.7	80.1	80.1	82.6	89.6	89.8	98.1	85.7	92.1	89.0
Fees and Other	11.4	10.2	11.3	19.9	19.9	17.4	10.4	10.2	1.9	14.3	7.9	11.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL GOVERNMENTAL EXPENDITURES, NET:												
Federal Government	9169444	"	"	"	"	"	11724466	"	"	"	"	"
Provincial Governments[7]	6131738	217198	37005	182168	157699	594070	} 19715963	406315	95546	636093	516989	1654943
Municipal Governments[7]	3425926	13167	6215	75052	66494	160928						
TOTAL	18727108	"	"	"	"	"	31440429	"	"	"	"	"

TABLE 24

	1971-72[4]						1972-73[5]					
	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.
					$000							
EXPENDITURES												
Elementary & Secondary:												
Public	5265489	83029	20914	144640	163401	411984	56189[illegible]9	93948	21867	157539	171177	444531
Special[1]	44083	1131	39	1384	1742	4296	48[illegible]6	1244	42	1534	1922	4742
Private	146564	1324	58	887	768	3037	166652	1500	167	1000	832	3499
Sub-Total	5456136	85484	21011	146911	165911	419317	5834247	96692	22076	160073	173931	452772
Post-Secondary												
Non-University[2]	499100	4549	1634	11236	6151	23570	557684	4619	1486	9886	5486	21477
University	1888123	34005	7052	83700	45696	170453	1885506	32803	8897	72132	43694	157526
Sub-Total	2387223	38554	8686	94936	51847	194023	2443190	37422	10383	82018	49180	179003
Vocational Training[3]	483594	18542	4890	35979	19956	79367	507254	20096	5445	36499	20321	82361
TOTAL	8326953	142580	34587	277826	237714	692707	8784691	154210	37904	278590	243432	714136
SOURCES OF FUNDS												
Federal Government	911372	24759	6384	44653	30386	106182	886990	24033	6636	43316	28583	102568
Provincial Governments	4978471	102960	21627	148098	190562	463247	5293284	113567	25690	156320	202095	497672
Municipal Governments	1791092	747	4732	54580	-	60059	1918834	915	2500	58575	-	61990
3-levels of Government	7680935	128466	32743	247331	220948	629488	8099108	138515	34826	258211	230678	662230
Fees and Other	646018	14114	1844	30495	16766	63219	685583	15695	3078	20379	12754	51906
TOTAL	8326953	142580	34587	277826	237714	692707	8784691	154210	37904	278590	243432	714136
PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS												
Federal Government	10.9	17.4	18.5	16.1	12.8	15.3	10.1	15.6	17.5	15.6	11.8	14.3
Provincial Governments	59.8	72.2	62.5	53.3	80.1	66.9	60.3	73.6	67.8	56.1	83.0	69.7
Municipal Governments	21.5	0.5	13.7	19.6	-	8.7	21.8	0.6	6.6	21.0	-	8.7
3-levels of Government	92.2	90.1	94.7	89.0	92.9	90.9	92.2	89.8	91.9	92.7	94.8	92.7
Fees & Other	7.8	9.9	5.3	11.0	7.1	9.1	7.8	10.2	8.1	7.3	5.2	7.3
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL GOVERNMENTAL EXPENDITURES, NET:												
Federal Government	13629357	"	"	"	"	"	"	"	"	"	"	"
Provincial Governments Municipal Governments }	22646162	581287	112239	707370	554236	1955132	} "	"	"	"	"	"
TOTAL	36275519	"	"	"	"	"	"	"	"	"	"	"

TABLE 24

	1973-74[5]						1974-75[6]		1975-76[6]	
	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl	Canada	Nfld., PEI,NS,NB Atl. Provinces	Canada	Nfld.,P.E.I.,N.S. Atl. Provinces
EXPENDITURES				$000						
Elementary & Secondary										
Public	6155380	111295	22861	177451	185866	497473	6679578		7215244	
Special[1]	52490	1342	45	1657	2074	5118	57480		63230	
Private	186768	1885	185	990	1260	4320	207350		235037	
Sub-Total	6394638	114522	23091	180098	189200	506911	6944408		7513511	
Post-Secondary:										
Non-University[2]	607658	5905	3121	9825	3886	22737	690300		784300	
University	2054560	30769	6292	76178	47931	161170	2257132		2509983	
Sub-Total	2662218	36674	9413	86003	51817	183907	2947432		3294283	
Vocational Training[3]	562950	22307	5917	42023	22118	92365	620000		680000	
TOTAL	9619806	173503	38421	308124	263135	783183	10511840		11487794	
SOURCES OF FUNDS										
Federal Government	944595	25744	7161	46594	30834	110332	1026412		1124115	
Provincial Governments	5902882	130786	29177	172349	218105	550417	6456533		7081372	
Municipal Governments	2000451	1005	-	64499	-	65504	2200557		2368577	
3-levels of government	8848228	157535	36338	283442	248939	726254	9685502		10574064	
Fees & Other	771578	15968	2083	24682	14196	56929	826338		913730	
TOTAL	9619806	173503	38421	308124	263135	783183	10511840		11487794	
PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS										
Federal Government	9.8	14.8	18.6	15.1	11.7	14.1	9.8		9.8	
Provincial Governments	61.4	75.4	76.0	55.9	82.9	70.3	61.4		61.6	
Municipal Governments	20.8	0.6	-	21.0	-	8.3	20.9		20.6	
3-levels of Government	92.0	90.8	94.6	92.0	94.6	92.7	92.1		92.0	
Fees & Other	8.0	9.2	5.4	8.0	5.4	7.3	7.9		8.0	
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0		100.0	
TOTAL GOVERNMENTAL EXPENDITURES, NET:										
Federal Government	"	"	"	"	"	"	"		"	
Provincial Governments }	"	"	"	"	"	"	"		"	
Municipal Governments }	"	"	"	"	"	"	"		"	
TOTAL	"	"	"	"	"	"	"		"	

TABLE 24

	1956-57						1961-62					
	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.	Canada	Nfld.	P.E.I.	N.S.	N.B.	Atl. Prov.
GOVERNMENT EXPENDITURES ON EDUCATION RELATED TO TOTAL GOVERNMENTAL EXPENDITURES, NET:												
Federal Government %	"	"	"	"	"	"	2.5	"	"	"	"	"
Provincial Governments %	"	" "	"	"	"	"	28.1	25.8	18.9	24.4	16.6	22.1
Municipal Governments %	"	"	"	"	"	"	30.5	2.4	22.2	38.3	44.2	37.0
TOTAL	"	"	"	"	"	"	14.5	"	"	"	"	"
	1966-67						1970-71[6]					
GOVERNMENTAL EXPENDITURES ON EDUCATION RELATED TO TOTAL GOVERNMENTAL EXPENDITURES, NET:												
Federal Government %	5.9	"	"	"	"	"	7.5	"	"	"	"	"
Provincial Governments %	32.4	26.0	20.2	29.3	24.7	26.3	30.1	21.9	22.4	30.1	26.3	26.4
Municipal Governments %	33.7	5.0	43.9	40.8	50.1	41.9						
TOTAL	19.7	"	"	"	"	"	21.7	"	"	"	"	"
	1971-72[4]						1972-73[5]					
Federal Government %	6.7	"	"	"	"	"	"	"	"	"	"	"
Provincial Governments %	29.9	17.8[8]	23.5	28.7	34.4	26.8	"	"	"	"	"	"
Municipal Governments %												
TOTAL	21.2	"	"	"	"	"	"	"	"	"	"	"
	1973-74[5]						1974-75[5] and 1975-76[6]					
Federal Government %	"	"	"	"	"	"	"	"	"	"	"	"
Provincial Governments %	"	"	"	"	"	"	"	"	"	"	"	"
Municipal Governments %	"	"	"	"	"	"	"	"	"	"	"	"
TOTAL %	"	"	"	"	"	"	"	"	"	"	"	"

FOOTNOTES:

1 - Includes schools for the handicapped, correspondence courses, provincial reform schools and academic training in federal penitentiaries.

2 - Includes teachers' colleges, post-secondary non-university education in community colleges and related institutions as well as nurses' diploma courses and training of other hospital personnel in hospital schools and hospitals.

3 - Includes trades training in public institutions, allowances, grants to the industry for trade training, nursing assistants' training courses and private business colleges.

4 - Preliminary 5 - Estimate 6 - Estimate is available only for Canada 7 - Breakdown is not available

GLOSSARY

1. Atlantic Provinces. The eastern Canadian Provinces of New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland.

2. British North America Act (1867). Passed by the U.K. parliament to establish the Confederation of the Dominion of Canada and to describe its constitution and powers. Section 93 states that "In and for each province, the (provincial) Legislature may exclusively make laws in relation to education". The rights and privileges of denominational and minority schools in each province were protected.

3. Bursary. A grant of money to assist a student; usually based on need and satisfactory academic achievement. See SCHOLARSHIP.

4. Campus. University (q.v.) buildings and the site on which they are located.

5. Chartered University. Institution whose right to award degrees is based upon a charter granted by the Crown or a Legislative Act.

6. College. (a) An institution of post-secondary education (q.v.) which usually has only one faculty. Sometimes it may award degrees.

    (b) Sometimes used for secondary schools as well as for private and business training schools.

7. Community College. Usually a two-year or three-year post-secondary (q.v.) non-university institution. Some courses may be credited (see 'credit') towards university degrees or non-university diplomas. The New Brunswick community colleges differ in many ways from the usual pattern.

8. Consolidation. The merging of two or more school units or of local school boards (q.v.)

9. Convocation. Formal meeting or grouping of faculty (q.v.), students, and alumni of a university, generally for the purpose of conferring degrees.

10. Continuing Education. Also called 'permanent education' and 'recurring education'. It includes but goes beyond 'adult education' and is not always classifiable by level.

11. Credit. A mark or note certifying that a student has satisfactorily completed a unit of study, usually consisting of about 30 to 40 hours in a classroom, lecture room or laboratory. Additional reading and written work is required. The word is also used to indicate a unit of study which has been completed and may be counted toward a degree. Usually about 100 to 120 semester hours (q.v.) or about 20 credits are needed for the award of a bachelor's degree. The number of semester hours denoted by the word 'credit' varies. Some universities may award from one to six points (sometimes called credits) for a completed unit of work. The word 'points' is occasionally used to denote one semester hour of work under supervision.

12. Denominational. Adjective applied to a school, college or university maintained and controlled by a religious body, group or society e.g., the Roman Catholic Church, the Baptists, the Salvation Army, etc.

13. Ministry of Education. (a) see Minister of Education

(b) a department in a university concerned with teacher education.

14. Deputy Minister. See Minister of Education.

15. Director of Education. See Supervision.

16. Elementary. The first level of formal and compulsory schooling, sometimes called 'primary' or'first-level'. Normally consisting of six grades; the ages of the children being from 5 to 12 years.

17. Enrolment. The total number of pupils or students formally registered in a class, course or institution. The payment of a fee may be a condition of registration and enrolment.

18. Equalized Assessment. Administrative arrangements for valuing land and buildings according to a uniform scale and similar criteria throughout a province. Property taxes for the support of schools and other services are levied in proportion to these assessments.

19. Faculty. (a) The teaching staff of a university or college.

(b) Sections of a university consisting of groupings of associated subjects; e.g., Faculty of Arts, Faculty of Medicine, Faculty of Science.

20. Federal Government. The national government of Canada, consisting of Senate, House of Commons and Cabinet, with headquarters in Ottawa. It exercises all powers delegated to it by the British North America Act, the rest being exercised by the ten provincial governments; i.e., by their Legislative Assemblies and Cabinets.

21. Foundation Program. A program which states the educational services that must be available in all schools in a province and that are guaranteed for every child. The subjects to be offered in the curriculum are included. Usually the services are expressed in terms of the dollars required.

22. Grade. (a) Mark awarded to students on a five or six point scale from A down to B, etc. by a professor or teacher at the conclusion of a course.

(b) Levels in a school, chiefly according to age, starting from Primary (age 5) to Grade 12 (age 18). Some slow learners may have to repeat a class (or grade) while quick ones may proceed faster.

See ungraded school

23. Graduate Student. One working towards a higher degree (Master or Doctor) or towards a diploma in a given discipline.

24. Graduation. The completion, often marked by a ceremony and the award of a diploma, of one of the levels of formal education. Thus e.g., graduation from High School.

25. Grants Committee. Committee, including laymen, which scrutinizes the requests for financial support put forward by post-secondary institutions to Provincial Governments. It then offers advice and recommendations, often after discussion with the institutions concerned.

26. General Course. Also called Ordinary Course or Pass Course. An unspecialized university course commonly leading to a bachelor's degree three years beyond senior matriculation (q.v.)

27. Grade School. Term sometimes used for elementary (q.v.) school.

28. High School. General secondary school, normally non-selective, often divided into Junior High School (Grades 7 through 9) and Senior High School (Grades 10 through 12)

29. Home Economics. Formerly called Domestic Science but now broader and more theoretical.

30. Honors Course. Specialized university program, sometimes of the same length as the pass or general program, more often one year longer.

31. Industrial Arts. Programs dealing with basic technical skills needed in industry, motor engineering, building construction, etc., including the use of hand and power tools, and the shaping of wood, metals and plastics.

32. In-service Education. Programs, usually part-time or of short duration, intended for professionals, technologists, technicians and other skilled workers. The purposes include raising levels of skill and bringing knowledge up to date.

33. Institute. Usually a sub-division of a faculty or a grouping of disciplines in more than one faculty; e.g., Public Affairs. Sometimes the equivalent of a faculty.

34. Internship. Time spent by a student preparing for a profession such as teaching, medicine or engineering in exercising under the supervision of an experienced practitioner the skills he will need. The periods thus spent may be a few hours a day over a period or concentrated into full-time work for weeks or months. Compare 'practicum' (q.v.)

35. Inspector. An official working for the Ministry of Education but usually residing away from the capital and dealing mainly with one or more local school districts. His chief duties relate to the maintenance of close contacts between the Ministry and the local School Boards (q.v.) as well as with schools and superintendents (q.v.). He may also advise teachers.

36. Maritime Provinces. The common appelation for the Provinces of New Brunswick, Nova Scotia and Prince Edward Island.

37. Matriculation. Enrolment as a student in an institution of higher education. Academic eligibility for admission may be at the Junior or at the Senior level. A student holding a secondary school graduation certificate may or may not qualify, depending on the number and pattern of the subjects taken and his standing in the examinations. Senior level normally involves one year of study beyond the junior (i.e., satisfactory completion of Grade 12). See Provincial examinations.

38. Minister of Education. Has general powers over education in his province through School Acts, amendments and regulations. He is normally a member of Cabinet. The general administration of his Ministry (frequently called 'Department of Education') is delegated to a permanent civil servant: the 'Deputy Minister' who is directly responsible to him. The Deputy Minister advises the Minister, supervises the day to day work of the whole department, enforces the regulations of the School Acts and provides continuity in educational policy.

39. Parish School. School established, maintained and controlled by a denomination (q.v.). Often indicates an elementary Catholic school. Public money may be granted towards the costs. See separate schools.

40. Private School. Any school at primary or secondary level established by a person or group, normally charging fees though scholarships (q.v.) may be offered. Some are boarding schools. They are independent of public control. Occasionally modest grants of public money may be made by provincial governments or municipal authorities. Less than 2½% of school enrolment is accounted for by private schools.

41. Post-Secondary. General term used for all institutions normally requiring as a condition of admission satisfactory completion, in whole or part, of the secondary level of schooling. The terms 'tertiary' or 'third-level' or 'higher' are frequently used. Universities, technical and professional colleges, teachers' colleges, etc., are all post-secondary.

42. Practicum. Period of practical work during which students exercise skill in applying theoretical principles. Normally more specific in focus than internship (q.v.).

43. Principal. See Supervision.

44. Provincial Examinations. Organized by Ministries of Education on a province-wide basis at either Junior or Senior Matriculation (q.v.) levels. In general use until about 1970, all Atlantic Provinces have now abandoned them, relying instead upon assessments and reports by High Schools.

45. Public School. Any school established, maintained and controlled by a public authority and dependent upon public funds. Normally, the Ministry of Education and the local School Boards (q.v.) cooperate in the running of the schools. They are free, compulsory from 5 or 6 to at least 15 years of age, and non-deonominational.

46. Scholarship. A monetary award to assist a student, based on outstanding academic achievement but usually not on financial need.

47. School Boards. A sub-organization of local units of administration to which certain duties and powers are delegated by Provincial governments. A local school board functions as a corporation and operates under School Acts and Regulations. Its duties are mainly in the field of school buildings and maintenance; the hiring, promotion, and dismissal of teachers; the provision of instruction and curriculum design; the distribution of provincial grant monies. The Ministry of Education determines the number and type of school boards, their jurisdictional boundaries, the number of members (called trustees) and whether they are elected by the public at large or appointed by the province. Fifty years ago there were hundreds of school boards in each province (except in Newfoundland). By 1975, the number had been very greatly reduced (see Consolidation) and they have greater autonomy.

48. School Year. Usually from September to the end of June, consisting of 180 to 200 teaching days. There are breaks of about 12 days at Christmas and of 7 days in March.

49. Secondary. The post-primary level normally covering Grades (q.v.) 7 through 12 or 13 (ages about 12 to 18 or 19). Most secondary or high schools offer general education but there are vocational or technical schools at secondary level.

50. Semester. One of the terms or periods of instruction in a two term academic year, usually of about fifteen weeks' duration.

51. Semester Hour. One hour of instruction a week for one semester.

52. Separate Schools. A system which provides full tax-support for public schools established on a denominational basis.

53. Senior Matriculation. See Matriculation.

54. Supervision. Each local School Board or Regional Administrative area sometimes appoints, with the approval of the Minister, a chief supervisory or education officer generally called Superintendent or director of education. The Ministry may also appoint consultants or superintendents to evaluate schools, programs, and teacher performance. A superintendent may also act as the principal (or Head) of a school.

55. Superintendent. See Supervision.

56. Technical. Technical Institutes and Colleges concerned with the training and education of students intending to work in industry (particularly in areas of engineering, construction, trades, etc.) or in commerce or in business administration. Usually attention is paid to the sciences and to the effective use of the mother tongue.

57. Terminal. Not leading to further formal studies but sometimes used to designate technical or occupational programs.

58. Tertiary. The third-level of formal education. See Post-Secondary.

59. Trustee. See School Boards.

60. Ungraded. Adjective used to denote a school where the concept of 'continuous progress' is being applied and there is, therefore, no sharp separation of the grades (q.v.).

61. Unit. See Credit.

62. University. An institution of post-secondary (q.v.) education, professional training, and research, which awards first and advanced degrees. Usually divided into several faculties (q.v.).

63. Vocational Schools. Usually at the secondary level and aiming directly at mastery of a trade or skill rather than theoretical understanding; e.g., servicing and repairing automobiles, building construction or carpentry.

64. Voluntary Agencies. Non-governmental organizations of private persons pursuing common aims and objectives; e.g., the care of the mentally retarded. Usually financed by charitable donations and membership fees. May sometimes receive grants of public money but remain independent of public control.

REFERENCES

1. The Organization of Instruction for New Brunswick Schools (Elementary Education), 1972 revision, p.3.

2. Aims of Public Education for Newfoundland & Labrador (1953:3)

3. A Philosophy of Education for Prince Edward Island (1970:3).

4. Senior High School: Guidelines for Programme Development (1973:2)

5. The Organization of Instruction for New Brunswick Schools (Elementary Education), 1972 revision, p.12.

6. Education in Canada, Table 7 (1973:240); Education, Table 1 (1973-74:24)

7. Education in Canada, Table 14, (1973:257)

8. The Organization of Instruction for New Brunswick Schools (Senior High School Programmes), 1972 revision, p.3.

9. As a percentage of population aged 18 - 24. This percentage peaked, at 18.4, in 1970-71.

10. There are wide variations within the Atlantic. Nova Scotia usually compares most closely with the rest of Canada, and Newfoundland least.

11. Nova Scotia Summer School, 1974, Halifax. Province of Nova Scotia, 1974, Education Office Bulletin No. 5: 1973-74, p.14.

12. Guidelines for the Future Report Number One of the Committee to Study Teacher Education, Memorial University of Newfoundland, St. John's, 1974.

13. A Total Educational Program Development System for Nova Scotia Schools. A report to the Nova Scotia Ministry of Education, Ottawa: Professional Development Associates, 1971.

14. The Continuing Education of Teachers and other Professional Personnel in the Province of Newfoundland. Prepared by a Committee of the Joint Committee on Public Education in Newfoundland, O. Crocker (Chairman and Editor), St. John's, 1974.

15. Provincial statistics provided by Statistics Canada.